



Development Cooperation
Ministry of Foreign Affairs

Results in development

Report 2007-2008

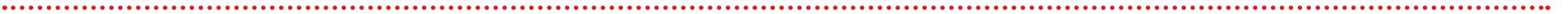


Results in Development

Report 2007-2008



MDG 7	Ensuring environmental sustainability	137	Good governance and society building	205
5.1	Introduction	140	7.1	Introduction
5.2	Environmental degradation, energy and climate	142	7.1.1	Explanation of the results chain
5.2.1	Introduction: environment gaining in importance	142	7.1.2	The political environment
5.2.2	General progress and trends	143	7.1.3	Chapter structure
5.2.3	Results: national and international	143	7.2	General progress and trends
5.2.4	Financial and non-financial input	145	7.2.1	Trends and challenges
5.2.5	Country case: Vietnam	146	7.2.2	Results of the development effort
5.2.6	Conclusions	150	7.2.3	Input in development
5.3	Forests, biodiversity, water management	151	7.3	Country cases
5.3.1	Introduction: fragile ecosystems	151	7.3.1	Kenya
5.3.2	General progress and trends	151	7.3.2	Uganda
5.3.3	Results at country level	153	7.3.3	Mali
5.3.4	Financial and non-financial input	155	7.4	Conclusions
5.3.5	Country case: Ghana	156		234
5.3.6	Conclusions	160		
5.4	Drinking water and sanitation	162	Fragile states	235
5.4.1	Introduction: cleaner water, better sanitation	162	8.1	Introduction
5.4.2	General progress and trends	166	8.1.1	Context: stability as a condition for development
5.4.3	Results at country level	168	8.1.2	The results chain for fragile states
5.4.4	Financial and non-financial input	169	8.1.3	Limitations of the report
5.4.5	Country case: Mozambique	170	8.2	General progress and trends
5.4.6	Conclusions	174	8.2.1	Impact: from security to the peace dividend
			8.2.2	Outputs and outcomes: reconstruction, a political process
			8.2.3	Input: working on a strategy for fragile states
MDG 8	A global partnership for development	175	8.3	Country cases
6.1	Introduction	178	8.3.1	South Sudan
6.2	The broad agenda for development cooperation: aid and coherence	180	8.3.2	Afghanistan
6.3	The input and effectiveness of aid	181	8.4	Conclusions
6.3.1	Input	181		260
6.3.2	The effectiveness of Dutch aid	183		
6.4	Access to the global market	184	Abbreviations	262
6.4.1	Introduction: a fair trade system	184	Acknowledgements	263
6.4.2	The Doha round in the WTO	186	Colophon	264
6.4.3	Generalised System of Preferences	186		
6.4.4	Free trade agreements	187		
6.4.5	Rules of origin	187		
6.4.6	Aid for Trade	187		
6.4.7	Non-trade concerns: from environment to labour standards	188		
6.4.8	Common Agricultural Policy	188		
6.5	Debt relief	189		
6.5.1	Debt cancellation: more and more countries relieved of the burden	189		
6.5.2	Preventing unsustainable debts	190		
6.6	Environment and sustainable development	191		
6.6.1	Introduction: a sustainable living environment	191		
6.6.2	National policy: high ambitions	191		
6.6.3	International energy policy: greater coherence	191		
6.6.4	International climate policy: turbulent weather for poor countries	192		
6.7	Access to affordable medicines	193		
6.7.1	Introduction: medicines for the poor	193		
6.7.2	The Netherlands' input: greater availability for developing countries	193		
6.8	Access to new technologies	195		
6.9	Partnerships	197		
6.9.1	Partnerships	197		
6.9.2	Sustainable chains	197		
6.9.3	Corporate social responsibility	198		
6.9.4	Schokland agreements	198		
6.10	Conclusions	204		





Results in Development report 2007-2008

Foreword

When the current Dutch government took office in 2007 it made achieving the Millennium Development Goals (MDGs) a priority. In 2000, together with 188 other countries, the Netherlands undertook to make every effort to achieve these eight tangible and measurable goals by 2015. However, despite devoting all its energies to achieving the MDGs, the Netherlands has to conclude that, in a number of areas and in some countries, insufficient progress has so far been made. Two years ago the government introduced Project 2015, which aims to take concrete action to help those areas and countries which are lagging behind. The underlying principle of Project 2015 is that the MDGs are a concern not only for development cooperation but for everyone: all ministers, the private sector and society as a whole.

In this two-yearly report, the government presents a detailed description of the Netherlands' role in the international effort to achieve the MDGs, and the results that have been attained so far. It discusses not only the contributions of the Dutch government, but also those of civil society organisations, businesses and individuals. The report is intended to elaborate on the Ministry of Foreign Affairs' annual report, providing detailed, country-specific information. In addition it offers an informative portrayal of how modern development cooperation is conducted and how the Netherlands works together with others. I hope that this report can make a substantive contribution to the social debate on development aid.

It is clear that the international community will have to make an extra effort if the MDGs are to be achieved by 2015. This is no easy task, given that so many countries are confronted with the effects of climate, food, energy and financial crises. There is a risk that hundreds of millions of people in developing countries slide back into poverty as a result of these crises, which they have had no part in causing. The government aims to help prevent this through modern and effective development cooperation. I am pleased to present you here with the results of these efforts.

.....
Bert Koenders
Minister for Development Cooperation
April 2009





Introduction Results in Development report

Aim of the report

How is the Netherlands helping to ease the day-to-day problems of billions of the world's poorest people? What progress did it make in 2007-2008? This report on the results of Dutch development cooperation, which is published every two years, provides initial answers to these and other questions. It discusses the progress made in achieving the Millennium Development Goals (MDGs), the Netherlands' contribution and what forms that contribution took.

This report supplements the Ministry of Foreign Affairs' annual report on the progress of Dutch development cooperation. Its purpose is to give a sharper and more specific insight into the results achieved, to supplement the broad outlines presented in the main report. It also aims to give a clear picture of Dutch development cooperation efforts in each of the channels through which aid is provided: bilateral, multilateral and non-governmental.

Finally, it is hoped that this report will add to the debate on the effectiveness of Dutch development cooperation. Reflecting on policy theory and how to apply it in a range of different countries and situations has been a valuable learning process for both the ministry and the civil society partners who helped compile the report. By publicising these reflections, we hope to widen the value of this learning process nationally and internationally. It is partly for this reason that the report is also being published in English. In this respect, the Netherlands is taking the lead internationally.

This is the third time that this report has been presented to parliament in a paper version. To report on the results of our development efforts more effectively in the future, the options for using more up-to-date (web-based) forms of communication will be explored.

The Millennium Development Goals: quo vadis?

The aim of development cooperation is to give poor countries and poor people the prospect of a better quality of life and more opportunities for development. The eight Millennium Development Goals (MDGs), which were adopted by the international community in 2000, give direction to national and international efforts to achieve this goal. These concrete and quantifiable goals, which must be met by 2015, guide the sustainable growth and poverty reduction plans of many developing countries and the development policies of many developed countries, including the Netherlands.

One of the first things the fourth Balkenende government did on taking office was to make speeding up achievement of the MDGs a main priority of Dutch policy. This subsequently became the Project 2015 initiative. Its aim is to formulate a strategy to accelerate implementation of the MDGs in collaboration with civil society partners and the private sector. One result of the project has been the signing of a series of 'Schokland' Agreements containing tangible promises for a proactive contribution to the achievement of one or more Millennium Development Goals. The Minister for Development Cooperation is administering the project on behalf of the government.

Partly as a result of Project 2015, a policy letter entitled 'Our Common Concern: investing in development in a changing world' was published in October 2007. It announced an intensification of policy in four priority areas: economic growth and equity; security and development; equal rights and opportunities for women and girls; and climate, sustainability and energy. These priorities are closely related to the regions that are lagging furthest behind globally in achieving the Millennium Development Goals. The aim is for Dutch development cooperation to make a more effective contribution to achieving the MDGs. The decision to divide the Netherlands' partner countries into three country profile categories, one of which specifically focuses on speeding up achievement of the MDGs, is also part of this

strategy. The modernisation agenda which the Minister of Development Cooperation presented in November 2008 includes five priorities that are linked to achieving the MDGs: tackling major international problems such as global warming and regional conflicts, stepping up efforts to promote growth and equity, intensifying the fight against corruption, opening up the aid industry through greater complementarity between existing players, and improving the effectiveness of aid. Aid effectiveness is to be improved by focusing more on the complexities of each situation and adopting an approach tailored to the context.

Development policy is pursued through various channels. A high proportion of the development budget (38%) is spent on bilateral aid, which the Minister for Development Cooperation provides directly to partner countries. Other initiatives are run by civil society organisations, multilateral agencies and private sector businesses with specific experience, knowledge and skill in sustainable development and poverty reduction. The previous two Results in Development reports focused on the bilateral channel and on indirect assistance through multilateral organisations like the UN, the World Bank and the regional development banks (multilateral channel). This report widens the focus to include the contribution made by civil society organisations to the attainment of results in the partner countries (non-governmental channel).

We must do everything we can to achieve the MDGs. At the same time, we must continue to be modest and realistic. Many problems in developing countries are complex and deep-rooted. Weak social, economic and institutional structures often stand in the way of progress. As the British economist Roger Riddell¹ puts it, the central dilemma of aid is that it is most needed and most frequently given in conditions that make a meaningful and lasting impact difficult. He concludes that research shows that aid does promote development provided it is tailored to the specific context

The Netherlands and progress in achieving the MDGs

in which it is provided. The key challenge is therefore to understand the factors that both strengthen and obstruct the positive effects of aid. In addition, elements such as policy coherence, fair trade and debt relief must be addressed.

Fortunately, many countries have made great strides in combating poverty in the widest sense in recent years. The percentage of people living below the extreme poverty threshold, for example, has fallen dramatically. Many more girls and boys now attend school, reflecting a clear narrowing of the gender gap. Major investments in health and drinking water have yielded impressive results, including a substantial decline in infant mortality. Global vaccination programmes have led to a sharper than expected reduction in deaths from measles. Since 2004, significant investments in malaria prevention have resulted in a huge worldwide increase in the availability of mosquito nets treated with insecticide. The proportion of AIDS victims with access to antiretroviral (ARV) treatments has risen more than fourteen-fold since 2003, from 240,000 to nearly three million. Moreover, the rate of new infections fell from three million in 2001 to 2.7 million in 2007. The debt burden of developing countries has been reduced and access to medicine and technology has widened. Many poor countries have laid the foundations for sustainable growth and development.

Despite these successes, there are some areas in which little or no progress has been made. One is the reduction of maternal mortality. Between 1990 and 2005, the rate of maternal mortality fell by less than one per cent per annum. Promoting gender equality and combating tuberculosis is another area in which it has been difficult to register progress.

For many developing countries, the current economic crisis will convert the positive growth of recent years into negative growth. This will slow efforts to combat poverty and delay progress in achieving the MDGs. The Netherlands is therefore calling for global efforts to mitigate these effects and prevent further growth deceleration through anti-cyclical measures. In that regard, our interests coincide with those of developing countries.

What are the results of Dutch efforts to achieve the MDGs? A selection of some of the main findings of this report presents the following overall picture:

MDG 1 Eradicate extreme poverty and hunger

The Netherlands' contribution to MDG 1 focused mainly on private sector development and emergency food aid. Programmes aimed at improving access to financial services benefited millions of people, especially in rural areas. Many smaller producers in particular were helped to gain better access to markets and to boost their income. The development of market chains combined with the strengthening of producer and business support organisations was also effective. In Ethiopia, direct aid from business support organisations substantially improved the quality and productivity of more than 15,000 farmers. Dutch support for infrastructure improvements focused on water, renewable energy and cooperation with the private sector through the Development Related Export Transactions Programme (ORET)/Facility for Infrastructure Development (ORIO), the Netherlands Development Finance Company's Infrastructure Fund and the Private Infrastructure Development Group. These programmes yielded positive results: in Mali, for example, the Netherlands has been supporting measures to improve crop irrigation in the Niger Delta since 1978. Rice production in the region has increased by a factor of seven over the past 25 years. Efforts to rehabilitate irrigated agricultural land are continuing, with an extra 1,100 hectares made available through the programme in 2007 and 2008.

Finally, in the sphere of financial services, Dutch-assisted micro-credit institutions had a particularly strong impact. They made a tangible contribution to poverty reduction, including among disadvantaged groups such as women, indigenous peoples and rural communities.

The results achieved through support for legislative reform in the partner countries present a mixed picture. They included measures to reduce administrative costs and facilitate company start-ups. Almost no progress was made in some partner countries, often due to limited public sector capacity. The results achieved in the sphere of land rights in Mozambique and Bolivia, on the other hand, were highly promising.

MDG 2 Achieve universal primary education

The substantial support given to education has enabled the Netherlands' partner countries to invest in schools, classrooms, teaching materials and teacher training, as well as give higher priority to good governance in the education sector. In 2007 and 2008, this contributed to a spectacular growth in education participation in Ethiopia and Tanzania. Better access to primary education also benefited poorer population groups. Gender inequality in school attendance also fell sharply, although there is still a long way to go before girls achieve the same completion rates as boys. Some countries, such as Zambia, have improved the quality of their education as well as boosting participation. Between 2000 and 2007, for instance, an extra 20,000 primary teachers were recruited (a 50% increase). An increase in the education budget has made it possible to continue recruiting teachers, with 6,300 new teaching staff taken on in 2008 alone.

Even so, the challenges facing education remain great. Now that access to education has improved so dramatically, the focus of attention is shifting toward making further improvements in educational quality and in reaching the poorest groups. Although large multi-donor programmes such as Education for All boost the effectiveness of aid, they do so at the expense of the specific visibility of the Dutch contribution.

MDG 3 Promote gender equality and empower women

Dutch support for measures to reduce gender disparity has helped to narrow the gender gap in education in several partner countries. Improved availability of water and fuel has led to major time-savings for women and improved their health. Progress has also been made in strengthening property and inheritance rights for women, thereby improving their economic security. Activities supported by embassies in Bangladesh and Bolivia have helped many women to secure rights to land. In Bangladesh, these rights can now be used as collateral to obtain micro-loans. The same applies to access to paid work, which is vital for the empowerment and economic independence of women. Participation of women in the labour market has risen, but equal pay is often not yet a reality. Participation by women in politics and governance is growing, partly due to the introduction of quotas. The issue of violence against women is also gradually being addressed. The need to combat domestic violence is increasingly openly discussed and governments are accepting more responsibility for tackling it, partly through more effective legislation. For example, Dutch support for the training of police officers in Ethiopia is prompting more women to come forward and report abuse and leading to specific cases being discussed more often in the media.

Although clear progress is being made in all these areas, the impact of these results on the social empowerment of women is not always easy to quantify.

MDGs 4,5,6 The Millennium Development Goals for Health

The health MDGs 4 (reduce child mortality), 5 (improve maternal health) and 6 (combat HIV/AIDS, malaria and other diseases) are closely interrelated. A key prerequisite for meeting these goals is an efficient public health system and good clinics and hospitals. Dutch support therefore generally focuses on improving the effectiveness of public health systems through direct funding for the health sector. The Netherlands is also investing indirectly in health care through support for education, drinking water, basic sanitation and gender parity. Successful vaccination programmes are yielding good results and have led to a substantial decline in child mortality. This is generally pursued through the multilateral channel: recent calculations by the World Health Organisation (WHO) and the United Nations Children's Fund (UNICEF) suggest that between 2000 and 2008, the Global Alliance for Vaccines and Immunisations prevented 3.4 million deaths. The development of new medicines, vaccines and implementation strategies is another important outcome of Dutch support. For example, Dutch aid has co-funded the development of a new, child-friendly treatment for malaria and a new AIDS blocker for children.



How are the effects of Dutch development cooperation measured?

It is difficult to demonstrate a causal and quantifiable link between Dutch development efforts and their practical results. There are two reasons for this. First, directly tracing the practical effects of development assistance back to Dutch input is often difficult and sometimes impossible. This is because:

- the Netherlands – government, civil society organisations, research institutes and the private sector – only accounts for a small proportion of the very large group of players who are involved in implementing aid programmes in partner countries. As well as several dozen bilateral donors, there are also thousands of NGOs,² approximately 242 multilateral development agencies,³ and countless internationally active companies and research institutions working in the countries concerned. This altogether constitutes the supply of aid, from the perspective of our partner countries.
- the Netherlands almost always works with local authorities and the programme's target groups. Such cooperation is of course welcome, but it makes it difficult to know which individual actors are responsible for all or some of the results. Attribution of this kind is inevitably also artificial. Development aid always takes the form of results achieved through the combined efforts and commitment of many, and while the Netherlands' contribution may sometimes be substantial, it can also be modest compared to other investments, for example, by the partner government.
- efforts to improve the effectiveness of aid, as enshrined in the 2005 Paris Declaration, are based on the practical understanding that aid only works if it complements the partner country's own development process ('ownership'). The Paris Declaration contains guidelines to promote coordination between donors ('harmonisation') and help them match their efforts more closely to local systems ('alignment'). It calls for donors and partners alike to focus on results ('Management for Development Results' - MfDR) and to urge each other to work towards them ('mutual accountability'). If these principles are strictly applied, it becomes progressively harder to identify the exact role played by Dutch development aid. Another complicating factor is that a growing number of stand-alone projects are being replaced by programme aid to support national (sectoral) development programmes.
- unplanned results sometimes occur as a consequence of a Dutch intervention.

Second, measuring and gauging the overall effects of aid is difficult because:

- the results of aid are often qualitative. Emancipation processes, for example, or building more trust in the government or between governments and society can be vital in creating more scope to achieve results in other areas, but are themselves often difficult to measure. The same applies to the outcome of political dialogue with partner governments.

Progress in curbing the rate of maternal mortality is still far too slow. More complex interventions are needed to make sufficient headway, and the entire health care chain has to be made to function properly. Many countries give low priority to reproductive health, which is why the Netherlands is making extra funding available for it.

Substantial funding from the Netherlands is helping to achieve good results in the fight against HIV/AIDS. In recent years, Dutch aid has concentrated on capacity building, service provision and protecting the interests of HIV/AIDS victims. Although the treatment of tuberculosis patients has been successful in recent years, the reduction of deaths from the disease is still below the overall target. The HIV/AIDS epidemic has led to a sharp rise in tuberculosis cases in some parts of the world due to the close links between the two diseases.

Progress is being made in efforts to combat malaria, largely through the Global Fund to fight AIDS, TB and Malaria, which receives aid from the Netherlands. Mosquito nets treated with insecticide are an important preventive weapon against the disease. The Netherlands also played an active role in setting up Affordable Medicines for Malaria, in which effective malaria drugs are offered at reduced cost.

MDG 7 Ensure environmental sustainability

Support from the Netherlands has helped to significantly boost the environmental capacity of governments in the partner countries. Good environmental policy and effective environmental governance are gradually gaining ground, with Dutch companies and non-governmental organisations playing an increasingly important role. These developments often take much longer to make an impact on the environment itself, although tangible results are already visible in the sphere of renewable energy. Between 2004 and 2007, facilities funded by the Netherlands supplied 5.5 million people with modern, renewable forms of energy, including biogas. In Vietnam, some 30,000 biogas installations were built between 2007 and 2008. This improved living conditions for approximately 150,000 people. Cooking on biogas stoves is relatively quick, clean and easy. It benefits women and children in particular, and saves time because it does not require the gathering of firewood.

The positive role played by the private sector and civil society organisations in increasing the sustainability of international trade chains, such as those for tropical hardwoods, is crucial. The Netherlands is making a specific contribution to clean drinking water and basic sanitation through its own target to supply 50 million people with access to clean drinking water and improved basic sanitation between 2005 and 2015. By the end of 2008, an estimated 5.7 million people had access to clean drinking water and 6.8 million to basic sanitation. The initiative has resulted in close collaboration between the Dutch government, civil society organisations and Dutch water companies.

MDG 8 Develop a global partnership for development

The Netherlands is addressing all the MDG 8 priority themes in a government-wide strategy, with active input from NGOs and the private sector. International comparative surveys by

the OECD, the Centre for Global Development and others rate the effectiveness and coherence of this broad-based development policy very highly. The Dutch contribution to the High Level Forum in Accra on the effectiveness of aid has significantly speeded up implementation of the Paris Declaration. The Netherlands is also helping to work towards reform of the UN (One UN) and to relieve the debts of partner countries. The innovative way in which MDG partnerships are concluded with Dutch companies and civil society organisations in the Schokland Agreements has led to many additional incentives and to positive interest from other donors.

One example is the cooperation surrounding the Access to Medicine Index, in which leading pharmaceutical companies give patients in the non-industrialised world access to medicines. Another is the agreement the government signed with Nuon and FRES (Foundation for Rural Energy Services) in November 2008 to supply solar power to rural communities in developing countries.

Good governance and fragile states

Good governance and civil society building are crucial for achieving all the MDGs. The political, administrative and social environment, for example, determines how growth and equity, women's rights and a responsible approach to climate change are given substance. Dutch efforts have concentrated on the four dimensions of good governance: democratisation, effectiveness of governance, the rule of law and the fight against corruption. In recent years, the governments of developing countries have focused more attention on the need for domestic accountability. Better insight into the political, socio-cultural and other complex realities in partner countries, backed up by policy analyses, has enabled the Netherlands to work more strategically and with greater political awareness. The results of these changes will often only become visible after a considerable time.

In 2007 and 2008, results were achieved in relation to free and fair elections, political decision-making and participation by citizens and civil society, better public accountability and a more prominent role for the media. Dutch support was also used to promote further decentralisation, better and more transparent public finance management, closer cooperation between judicial institutions and ratification processes and the transposition and enforcement of international treaties. In fragile states, the Netherlands supported measures to uphold security and establish a political basis for development. The potential returns on these investments (the 'peace dividend') are high, but so are the risks of reversals. In many of these countries, achieving the MDGs is a combination of progress and setbacks.

Structure of the report

- the ability to measure results is sometimes also complicated by the time-lag between the provision of aid and the moment when, or rather the period in which, its impact is felt by target groups.
- it is not always technically feasible to measure the impact of aid using a control group that has not received aid.
- many countries lack accurate, reliable and up-to-date statistics (including baseline data) on the effects of aid. The Netherlands is making substantial investments to improve matters, but results will not be achieved overnight.
- totalling and comparing the effects of aid is rarely a straightforward matter. If a thousand more girls in Afghanistan and Indonesia respectively attend school, this is not the same as two thousand more girls attending school in Indonesia alone, nor does it require the same level of effort.

Given these limitations, how does this report relate Dutch development aid to development processes and outcomes in the partner countries? Like the previous report, it uses results chains: models that show, step-by-step, how results are achieved and how aid contributes to them. Results chains define the intervention logic that governs Dutch aid for specific themes. They ask how quality of life or the environment will be improved in the country concerned ('goals'). They then analyse, stage-by-stage, what specific goods and services, investments, implementation plans and so on the partner country requires to achieve the projected effects, what specific financial contributions ('outputs') the Netherlands will make in addition to those of partner governments, NGOs and other donors, and what resources it will provide.

Each chapter of this report is structured around sectoral/thematic results chains. These chains are non-specific in nature and therefore cannot be seen as a standard blueprint for attaining a particular result. They must always be interpreted in the context of a particular country or sector. The chains provide an organising principle for presenting results at various levels. They are used to offer plausible evidence that Dutch aid has made a substantive contribution to specific development results in the countries where the Netherlands provides aid.⁴

This is the third time that this report has been presented to parliament in a paper version. To report on the results of our development efforts more effectively in the future, the options for using more up-to-date (web-based) forms of communication will be explored.

This report is structured around the eight MDGs. In addition to the chapters that focus on the individual MDGs, two extra chapters describe how the Netherlands is helping to create the conditions needed to achieve them. This includes coverage of Dutch government and NGO activities with no direct MDG focus. They concern (i) promoting good governance and civil society building and (ii) promoting public safety, government legitimacy and efforts to deliver the peace dividend in fragile states (the 3D concept: diplomacy, defence, development).

The MDGs are often closely interrelated. For example, maternal mortality is far less common in women who have a basic education than in those with no education at all. Improvements in education will therefore have a positive impact on health. Where possible, these types of cross-sectoral links will be highlighted in the various chapters.

Representativeness

It is impossible to include a complete summary of results in what is already a substantial report. This would be neither feasible nor meaningful since it would involve lengthy descriptions of development activities and their outcomes. We therefore instead focus on one or two case studies in each chapter to give a representative picture of how results are achieved. The aim is to give the reader a more detailed insight into what is being done to achieve the MDGs, what direct results are being achieved and how this is helping to improve living conditions for local populations. It offers the reader the story behind the results. A more formal account of development cooperation policy can be found in the Ministry of Foreign Affairs' annual report.

The cofinancing organisations (MFOs) and PARTOS (www.partos.nl), the organisation representing the majority of MFOs, have played a major role in compiling this report. All 59 partner MFOs were invited to participate and 25 responded with a substantive contribution. These contributions reflect the complementarity of the various aid channels. Good examples can be found in the sections on education and health. Naturally, there is always scope for further improvement.

The countries included for closer analysis in this report were selected on the basis of practical and substantive criteria. The aim was to obtain a reasonable geographical spread of case studies, mainly in the partner countries, although the report does include one case study where Dutch support is provided only via civil society organisations. The availability of data also influenced the selection. Finally, the case studies were chosen not only to reflect successes but also to illustrate the difficult and intransigent processes that surround the attainment of results.

Any report on the results of development cooperation risks becoming merely a list of facts and figures. Yet development cooperation is also about working with others, with partnership at the heart of all endeavour. This report therefore also tries to outline the human story behind the results through a series of individual portraits. Tibebe Mako from Ethiopia, for example, explains how she mobilises home care for HIV/AIDS victims through the local NGO for which she works. The report also includes portraits of people who are involved in development cooperation in the Netherlands.

¹ *Does foreign aid really work?*, Oxford University Press, 2007.

² *Aid from International NGOs*, Dirk-Jan Koch, Routledge Studies in Development Economics, 2009.

³ OECD/DAC estimate.

⁴ *Detailed impact studies analyse the same logic, which they seek to support with statistical data. This report uses such studies (e.g. 'the education sector in Uganda' and 'the water sector in Tanzania') to substantiate the Netherlands' contribution to results in the partner country.*



Assurance-rapport over de totstandkoming van de Resultaten Rapportage 2007-2008

Aan: De minister voor ontwikkelingssamenwerking

Opdracht

Wij hebben de totstandkoming van de Resultaten Rapportage 2007-2008 onderzocht. Deze Resultaten Rapportage is opgesteld onder verantwoordelijkheid van de minister voor ontwikkelingssamenwerking. De ACD is gevraagd een onderzoek te doen naar de deugdelijkheid van het totstandkomingsproces.

Criteria en Werkzaamheden

In ons onderzoek naar de ordelijke, controleerbare en deugdelijke wijze van totstandkoming van de Resultaten Rapportage hebben wij de volgende aspecten betrokken:

- Zijn de verantwoordelijkheden en bevoegdheden voor de totstandkoming goed in het proces belegd en gedocumenteerd?
- Is het totstandkomingsproces duidelijk gedocumenteerd zodat het achteraf reconstrueerbaar is?
- Is de keuze voor de landen die als case study worden gebruikt voldoende onderbouwd?
- Is de financiële informatie in de Resultaten Rapportage op een juiste wijze afgeleid uit de financiële administratie?
- Zijn in de Resultaten Rapportage duidelijk de bronnen aangegeven waarop de gegeven informatie is gebaseerd?

Deze aspecten betrekken wij in onze conclusie over de totstandkoming van de informatie in de Resultaten Rapportage. Wij geven daarmee geen oordeel over de juistheid van de informatie zelf.

Conclusie

Op grond van onze werkzaamheden komen wij tot de conclusie dat de Resultaten Rapportage 2007-2008 op een ordelijke, controleerbare en deugdelijke wijze tot stand is gekomen.

Den Haag, 10 april 2009

Directeur Auditdienst,

Drs. E.J.F.A. de Haas RA

Senior Audit Manager,

Drs. W.A. Slot RA MGA

Assurance report on the production of the Results in Development report 2007-2008

To: The Minister for Development Cooperation

Task

We have examined the way in which the Results in Development report 2007-2008 was produced. The report was drawn up under the responsibility of the Minister for Development Cooperation. The Audit Department (ACD) was requested to evaluate the reliability of the production process.

Criteria and activities

Our evaluation of whether the Results in Development report was produced in an orderly, verifiable and reliable way addressed the following aspects:

- Were the responsibilities and competences for producing the report clearly specified and documented in the process?
- Was the production process sufficiently documented so that it can be reconstructed later?
- Was the choice of countries for the country cases sufficiently justified?
- Was the financial information in the report properly derived from the financial administration?
- Does the report accurately state the sources of the information it provides?

These aspects have been taken into account in our conclusion on how the information in the report was produced. We have not assessed and do not conclude on the accuracy of the information itself.

Conclusion

On the basis of our activities we conclude that the Results in Development report 2007-2008 was produced in an orderly, verifiable and reliable way.

The Hague, April 10, 2009

Drs E.J.F.A. de Haas RA
Director, Audit Department

W.A. Slot, RA MGA
Senior Audit Manager

Results in Development in atlas form

Maps

The 2007-2008 Results in Development report takes the form of an atlas. This allows us to present the results of Dutch development aid using world maps and to give specific emphasis to individual case studies. Each chapter opens with a map of the world which has been specially modelled to illustrate our progress in working towards the Millennium Development Goals. The size of each country is dictated by its MDG parameters. Two maps ('CO₂ emissions' and 'The number of people with no sustainable access to clean drinking water') illustrate the extent of problems relating to MDG 7. Representing countries by size based on the progress they have made produces a distorted map of the world, yet gives the reader a clear and immediate insight into the extent and urgency of the problems. This is why these maps work so well as an indication of the progress being made in reaching the goals by 2015. The MDG world

atlases are supplemented by a progress chart (traffic lights) indicating where we are on track and where we need to step up our efforts. On the same page, a description of regional trends and a summary for each partner country shows the results achieved for each region and country.

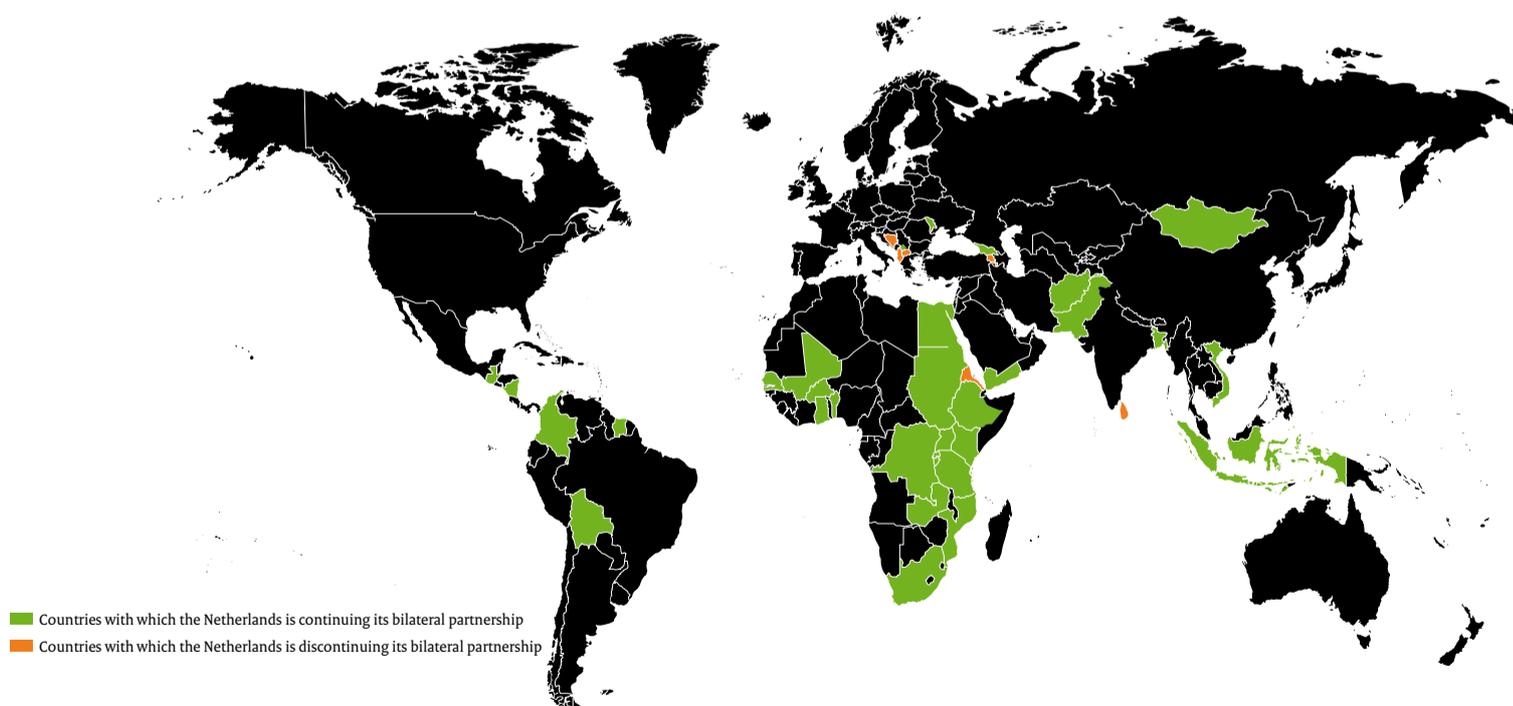
Chapters

The colour of the pages in this report refers to the colours on the international pictograms of the MDGs. MDGs 4, 5 and 6 are closely interrelated and are therefore covered in a single chapter. As well as the chapters on the individual Millennium Development Goals, there are a further two ('Good governance' and 'Fragile states') which provide additional insight into the results of development cooperation. The Dutch government sees progress in both as vital for meeting all the Millennium Development Goals.

Sources

The information contained in the maps and legends in this report is based on the latest data supplied by the Ministry of Foreign Affairs. Other sources were also used: they include the UN Millennium Development Goals Report 2008, CIA, Mapping Worlds, the Bos Atlas and NCDO. Further information about these sources can be found at www.minbuza.nl. More information about the maps can be found at www.millenniumdoelen.nl.

Partner countries



The Millennium Development Goals

By 2015 ...



1... eradicate extreme poverty and hunger

- Halve, between 1990 and 2015, the proportion of people whose income is less than USD 1 a day.
- Full and productive employment for all, including women and young people.
- Halve, between 1990 and 2015, the proportion of people who suffer from hunger.



2... achieve universal primary education

- Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.



3... promote gender equality and empower women

- Eliminate gender disparity in primary and secondary education preferably by 2005 and in all levels of education no later than 2015.



4... reduce child mortality

- Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate.



5... improve maternal health

- Reduce by three-quarters, between 1990 and 2015, the maternal mortality rate.



6... combat HIV/AIDS, malaria, and other diseases

- Have halted by 2015 and begun to reverse the spread of HIV/AIDS, malaria and other major diseases.



7... ensure environmental sustainability

- Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources.
- Halve, by 2015, the proportion of people without sustainable access to safe drinking water.



8... achieve a more honest trading system, debt relief and more aid

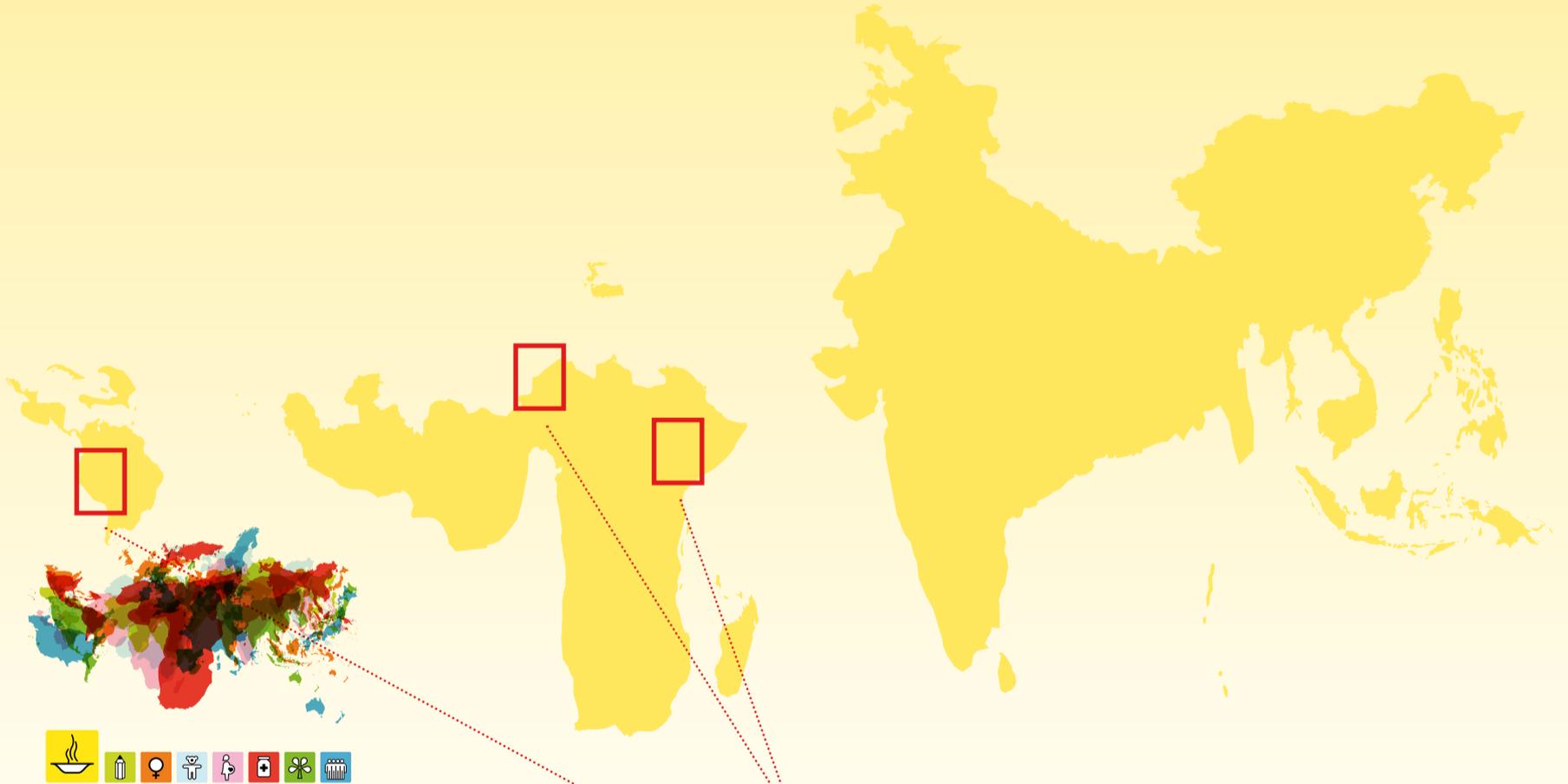
- Develop further an open, honest, rule-based, predictable, non-discriminatory trading and financial system.
- Address the special needs of the least developed countries, landlocked countries and small island developing states.
- Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term.
- In cooperation with pharmaceutical companies, provide access to affordable, essential drugs in developing countries.
- In cooperation with the private sector, make available the benefits of new technologies, especially information and communications.





MDG 1

Eradicate extreme poverty and hunger



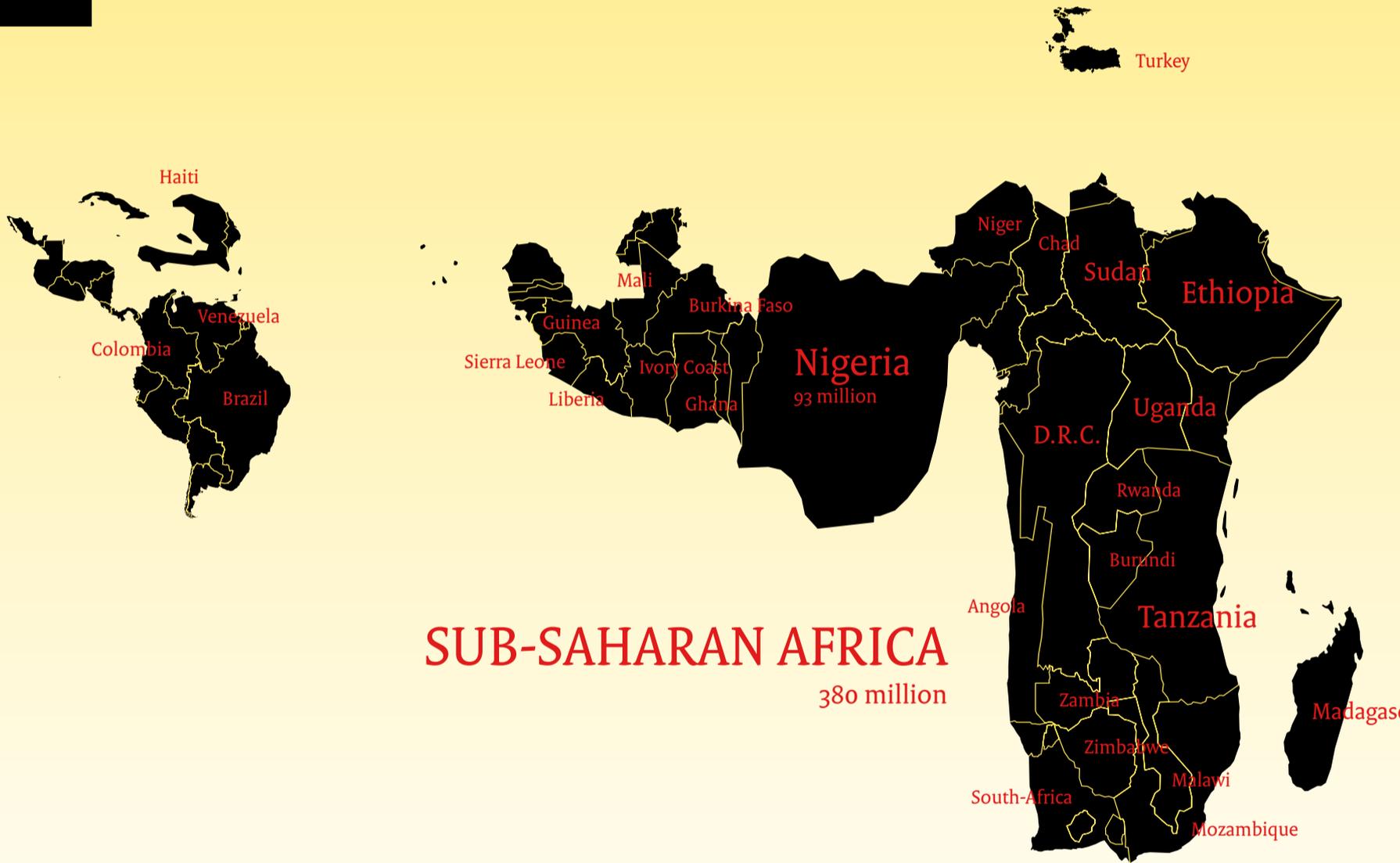
1.1 Introduction	18	1.3 Country cases	29
1.1.1 Context: widening gap between rich and poor	18	1.3.1 Mali	30
1.1.2 The results chain for private sector development	18	1.3.2 Bolivia	34
1.1.3 General budget support	20	1.3.3 Ethiopia	38
1.1.4 Food aid	20		
1.2 General progress and trends	21	1.4 Conclusions	42
1.2.1 Impact: less poverty, but not everywhere	21		
1.2.2 Output and outcome: from better legislation to technological innovation	22		
1.2.3 Financial and non-financial input	28		

Goal 1: Halve poverty

Number of people living on less than US\$1.25 a day
Total: 1.4 billion

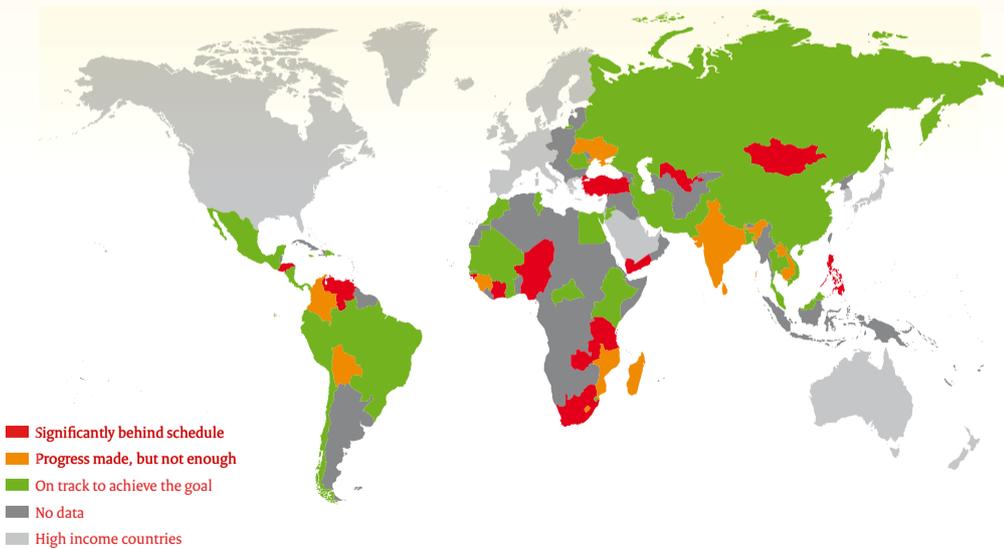
100 million

The size of each country is proportional to: the number of people living on less than US\$1.25 a day.



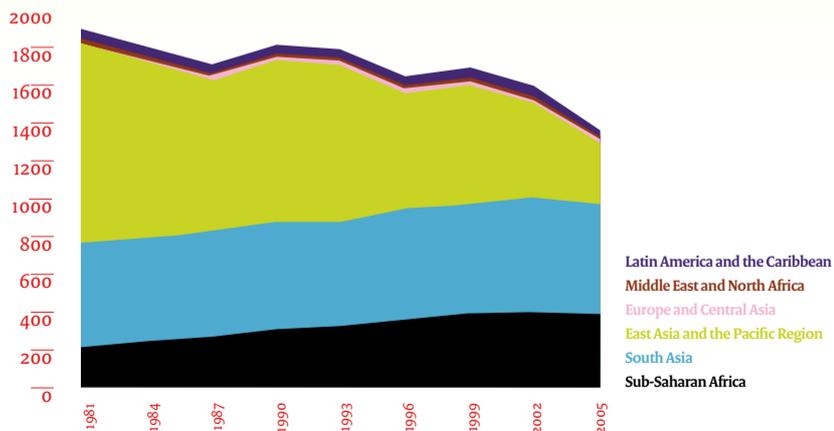
Will countries achieve this goal?

(Source: Poverty Data: a supplement to World Development Indicators 2008 (World Bank))



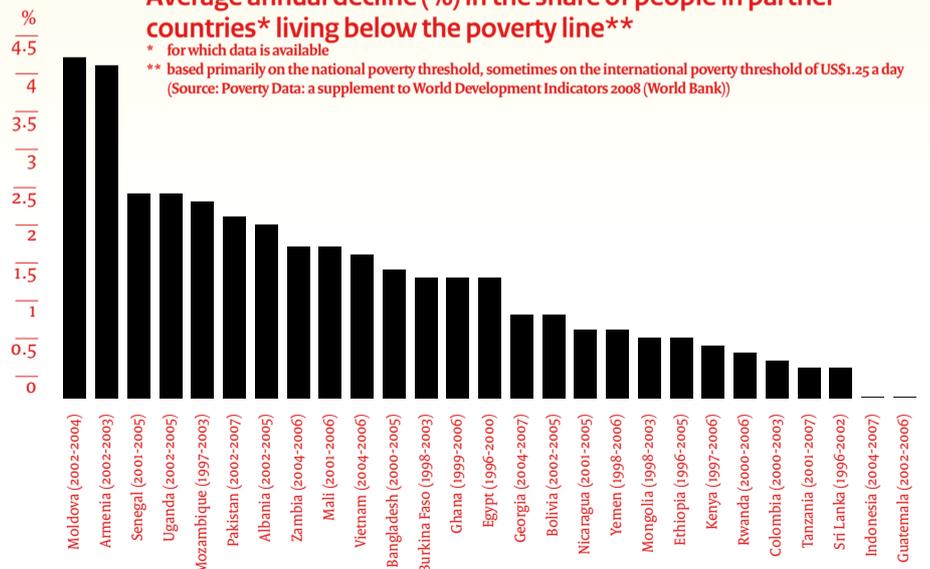


Share of people living on less than US\$1.25 a day
(Source: Poverty Data: a supplement to World Development Indicators 2008 (World Bank))



Average annual decline (%) in the share of people in partner countries* living below the poverty line**

* for which data is available
** based primarily on the national poverty threshold, sometimes on the international poverty threshold of US\$1.25 a day
(Source: Poverty Data: a supplement to World Development Indicators 2008 (World Bank))



1.1

Introduction

1.1.1

Context: widening gap between rich and poor

Many people have managed to lift themselves out of poverty, assisted by worldwide economic growth in the period to 2008. This is an achievement. Nevertheless, according to the latest World Bank estimate, a fifth of the world's population - some 1.4 billion people - are still living below the poverty threshold of US\$1.25 a day, especially in South Asia and Africa.¹ Approximately 963 million people, nearly one in seven, are currently thought to be malnourished.² In developing countries, a quarter of all children below five - over 140 million - are underfed.³ Moreover, rising food prices in 2008 have exacerbated both problems.⁴

Global inequality is also growing.⁵ Despite strong economic growth since the early 1990s, income disparities have widened dramatically. A recent study by the International Labour Organisation shows that in two-thirds of countries for which figures are available, the income gap between the highest and lowest group of wage earners increased by an average of 70% in 1990-2005.⁶ It was thus mainly high income groups that benefited from economic growth during this time.

The policy memorandum 'Our Common Concern: Investing in development in a changing world' argues that more attention must be given to growth and wealth distribution. A growing number of donors recognise that the private sector has a crucial role to play in the eradication of extreme poverty and hunger. Governments are also increasingly acknowledging its importance. The private sector accounts for between 60% and 80% of GDP and 90% of employment.⁷ It is also the main source of tax revenue for the public sector and hence for financing education, health care and other services. Economic growth, coupled with a fair and equitable distribution of that growth, is something we must achieve primarily by investing in private sector development that focuses on poverty reduction.

As well as developing the private sector, the Netherlands is also strengthening the governments of recipient countries by providing budget support to enable them to pursue pro-poor policies. It also provides food aid in emergencies.

1.1.2

The results chain for private sector development

The Netherlands supports private sector development in an effort to help eradicate poverty and hunger in developing countries. It aims to achieve this by generating more economic activity in developing countries (more investment, production, exports and revenue) to boost economic growth and poverty reduction (impact). This will happen only through greater access to, and use of, services: more businesses registered, more use of financial services, more efficient exploitation of high quality infrastructure and the application of newly acquired knowledge (outcome). To achieve this, Dutch interventions will concentrate on creating a healthy business and investment climate, partly by removing obstacles to economic activity (output). Too often, businesses in developing countries are hampered by inadequate or restrictive laws and regulations (red tape and corruption), limited access to financial services (credit) and markets, poor infrastructure (roads, energy, water) and insufficient access to knowledge, skills and new technology. The Netherlands is taking steps to remove these obstacles through financial support for specific programmes and active dialogue with the governments involved (input).

MDG 1: Eradicate extreme poverty and hunger

- Target 1:** Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day.
- Target 3:** Halve, between 1990 and 2015, the proportion of people who suffer from hunger.



Figure 1.1 The results chain for private sector development



Not all measures to improve the business climate automatically lead to economic growth and poverty reduction. As part of its strategy to speed up growth and income distribution described in the policy memorandum Our Common Concern, the Netherlands is taking steps to broaden economic growth to sectors and regions with high levels of poverty. Since a relatively large number of poor people inhabit rural areas, agriculture is a key productive sector in achieving MDG 1. However, employment will also need to be created elsewhere. The challenge is therefore to support a package of measures that will lead to economic growth which the poor can contribute to, and benefit from.

1.1.3

General budget support

The Netherlands provides general budget support to a number of partner countries. Budget support is a direct contribution to a country's national budget. It is given in return for clear joint agreements about targets and results relating to economic growth and poverty reduction, as well as about the reforms needed to achieve these outcomes. Budget support is only given after a detailed analysis of the policies of the recipient government in consultation with other donors. The partner country is expected to adhere to a number of basic principles, including respect for human rights and international agreements. It must also achieve a good score for its policies on poverty, the economy, good governance and public finance, as well as for its willingness to find solutions. Budget support has various functions. First, it is used to finance public services such as education and health care. Second, it is used as a stabiliser to ease the transition to a less volatile situation, especially in post-conflict countries. Finally, it is used to improve government policy to promote more growth and more effective poverty reduction.

1.1.4

Food aid

The Netherlands is focusing its efforts on encouraging a strong private sector (including agri-businesses) and sound public administration in developing countries to combat poverty and hunger. Nevertheless, emergency food aid continues to be necessary in some situations. The Dutch government provides emergency food aid by supporting international agencies like the World Food Programme (WFP), UNICEF and the UN Food and Agriculture Organisation (FAO).

Example of a results chain

- **(Impact)**
Farmers investing in agri-businesses. This boosts production, sales and employment, leading to economic growth and poverty reduction. Any profits can be reinvested in the business.
- **(Outcome)**
To obtain the capital they need, many farmers make use of rural credit programmes.
- **(Output)**
These programmes give farmers better access to credit.
- **(Input)**
The Netherlands finances rural credit programmes.

1 Source: Poverty Data: a supplement to World Development Indicators 2008 (World Bank).
2 World Food Programme, 2009 (see: www.wfp.org).
3 2006 figures taken from the Millennium Development Goals Report 2008, United Nations, New York, 2008.
4 United Nations (2008).
5 The GINI coefficient of inequality between countries increased from 0.46 in 1980 to 0.54 in 2000 (source: World Development Report 2006).
6 World of Work Report 2008: Income inequality in the age of financial globalisation, International Labour Organisation, 2008.
7 World Development Report 2005, A Better Investment Climate for Everyone, World Bank 2005.



1.2

General progress and trends

1.2.1

Impact: less poverty, but not everywhere

As the figure below shows, the share of people living below the poverty threshold is declining. It looks as though the world as a whole will achieve MDG 1 by 2015. This is mainly due to high levels of economic growth and a sharp decline in poverty in East Asia, including Southeast Asia. Between 1990 and 2005, extreme poverty in the region fell from 55% to 17%. Poverty levels also went down in Sub-Saharan Africa, from 58% to 51%. However, this has not yet resulted in an absolute decline in the number of people living below the poverty threshold. In Sub-Saharan Africa, poverty levels in fact rose from 298 million people in 1990 to 388 million in 2005 due to rapid ongoing population growth.⁸

The sharp rise in food prices during 2008 had a negative effect on poverty reduction. Poor people who did not grow their own crops and therefore spent a high proportion of their incomes on food were hardest hit. It is estimated that this increased the proportion of people living below the poverty threshold by 100 million. Most of those affected live in Sub-Saharan Africa and South Asia.⁹ The effects of the financial crisis added to the problem, with large amounts of capital being withdrawn from developing countries. The world economic slowdown has led to a decline in exports and a reduction in the flow of migrants' remittances to their countries of origin. This is leading to rising unemployment

and national budget shortfalls, which could in turn result in spending cuts on projects to combat poverty. The World Bank recently estimated that the global recession could result in 50 million more people falling below the poverty threshold.¹⁰

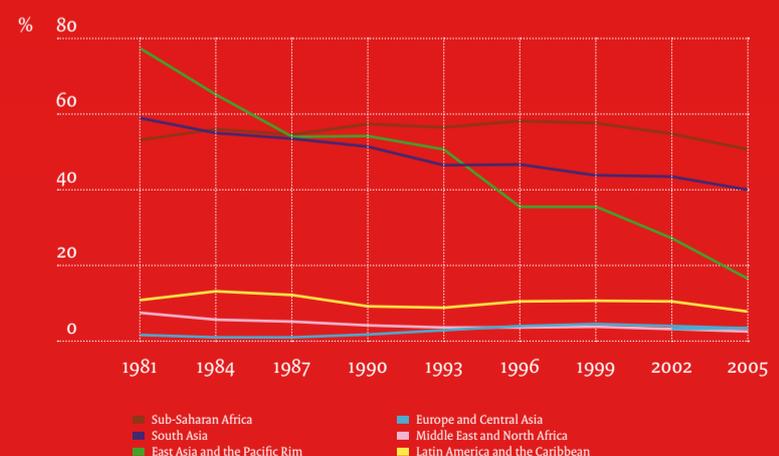
The figure on the first page of this chapter shows that the proportion of people living below the poverty threshold is falling in most of the Netherlands' partner countries for which data is available. In Moldova, Armenia, Senegal, Uganda, Mozambique, Pakistan, Albania, Zambia and Mali, the figure has fallen by more than two percentage points.¹¹

MDG 1: Eradicate extreme poverty and hunger

Target 1: Halve, between 1990 and 2015, the proportion of people whose income is less than 1 dollar a day.

Figure 1.2 Proportion of people whose income is less than US\$1.25 a day

(Source: Poverty Data: a supplement to World Development Indicators 2008 (World Bank))



Some 27% of the world's poorest people live in fragile, conflict-torn states. Poverty levels in these countries rose from 49% in 1990 to 54% in 2004.¹² Conflicts are disastrous for regular economic development. They prevent people from providing for themselves, force them out of their homes and deprive them of access to public services such as education and health care. As a result, more people in these countries slide into poverty. The Netherlands therefore focuses the bulk of its efforts on poorer, more fragile states. These states are the Netherlands' partner countries. They are most in need of help. It is our conviction that the efforts we have made over the years, however modest, have contributed to positive growth and poverty reduction in these countries.

Efforts to eliminate hunger show a similar trend to poverty reduction measures: global food production is keeping pace with population growth and the proportion of people suffering from hunger is declining. This does not however apply to Sub-Saharan Africa and parts of Asia. According to estimates, the proportion of people suffering from hunger in Sub-Saharan Africa and South Asia has actually increased. Nearly half of all children in these regions are underweight. On the other hand, the proportion of malnourished children below five is gradually falling throughout the world, from 33% in 1990 to 26% in 2006. This is good news. Even so, in 2006 there were still 140 million malnourished children in developing countries. And well over 30% of children aged below five in a quarter of the Netherlands' development partner countries fell into this category.¹³

1.2.2

Output and outcome: from better legislation to technological innovation

Dutch interventions to alleviate poverty and hunger focus on five identified obstacles to private sector development: inadequate or obstructive legislation and regulations, limited access to financial services, insufficient market access, poor infrastructure and restricted access to knowledge, skills and technological innovations. Embassies devote most of their attention to improving legislation and regulations, developing (rural) market chains and boosting the financial sector. General private sector development programmes in several countries focus mainly on developing infrastructure and improving the knowledge and skills of local businesses. Civil society organisations channel most of their efforts towards developing market chains, providing microfinance and boosting the knowledge and skills of the business community, especially those of producer organisations and business support organisations.

MDG 1: Eradicate extreme poverty and hunger

Target 3: Halve, between 1990 and 2015, the proportion of people who suffer from hunger.

Legislation: some country results

(Source: Doing Business 2008; 2009, World Bank/IFC, Washington; Ambassade Maputo, Mozambique; Ambassade Dar Es Salaam, Tanzania; BEST-AC programma; HIVOS en Oxfam Novib; FIAS Investment Climate Advisory Services, World Bank group)

In Zambia, a number of government reforms have been carried out with support from the Netherlands, the World Bank and other donors. As a result, the time taken to register a company name, open a bank account and apply for a VAT number has been cut by nearly half in 2008 compared with the previous year (16 days compared with 33 in 2007).¹⁴ Cross-border traffic has also improved dramatically since the previous year and unnecessary licences are being swiftly annulled. The aim of these measures is to make it more attractive to start a business and to generate more employment.

In Mozambique, Dutch support has been used to train the judicial authorities in 76 districts in environmental and land rights legislation. 187 'paralegals' - representatives of rural communities who give information and advice on land rights - have also been trained. The Netherlands and other donors have established a fund for specific projects enabling communities to register their land rights and draw up land-use plans. The fund is now operating in three provinces and is being used to finance 24 ongoing projects. The Netherlands is also supporting a Mozambican organisation which has been helping 71 rural communities to formalise their land-use rights since 1977. 41 communities have now been issued with ownership certificates, which means that their land-use rights have been entered in the national land registry and the boundaries of their properties are legally recognised.¹⁵

In Tanzania, the Netherlands and a number of other donors have supported the Business Environment Strengthening for Tanzania Programme (BEST). So far, the results have been limited, mainly due to lack of political will on the part of the Tanzanian authorities. Funding for the second phase has therefore not yet been committed. A key lesson is that a more political approach should be used to

improve conditions for business, rather than a technical one. The Netherlands will however continue to support the programme's advocacy component. Dutch support has so far enabled 12 local private sector organisations to lobby for better policy and regulations. This has led to various improvements: many taxes in the coffee sector have been simplified or abolished and some financial barriers to maritime imports have been dismantled.¹⁶

In Colombia, Dutch funding has been used to set up special business centres within local Chambers of Commerce in 15 towns and cities. New entrepreneurs can go to these centres to register their businesses using a greatly simplified procedure which reduces the registration time to three working days and cuts the costs involved by roughly 60%. Over 53,000 businesses were registered in 2008. Colombia climbed 13 places on the World Bank's Doing Business list and is now in 53rd position.¹⁷

In India, partners of the Dutch non-governmental organisation Hivos widened access to microfinance and improved the relevant legislation, especially for specific disadvantaged groups. Oxfam Novib achieved positive results with fair trade in Colombia, Bolivia, Peru and Brazil and with employment law in Pakistan.¹⁸

The Netherlands supports the Foreign Investment Advisory Service (FIAS), which is part of the World Bank Group. The FIAS is committed to improving the investment climate in developing countries by providing technical assistance to governments to help them implement reforms. At least 95% of its clients (government agencies) are satisfied with the service it provides (compared with 89% the previous year). Some 70% of the FIAS' recommendations are implemented a year after projects are completed.¹⁹



As well as indicating trends in private sector development, the table at the end of this section shows the results of efforts to strengthen the capacity of national governments through budget support and emergency food aid.

Better and fairer legislation

Local and international businesses operating in developing countries are often hampered by inadequate legislation, lack of systematic enforcement and lengthy administrative procedures. This presents them with high costs and risks, as well as restricting commercial activity and encouraging corruption. The World Bank Group's annual Doing Business reports show that many developing countries achieve low scores for the time taken to establish a business, obtain licenses, import goods and so on, and for the associated costs.

The Netherlands is encouraging legislative reform through embassy programmes, civil society organisations and the World Bank. Embassy programmes are being carried out in Bolivia, Burundi, Colombia, Ethiopia, Indonesia, Kenya, Macedonia, Mali, Mozambique, Rwanda, Sri Lanka, Tanzania and Zambia. They consist of support for sectoral programmes and the provision of budget support. The main partner is the national government.

Civil society organisations are working to strengthen the lobbying capacity of their partner organisations in an effort to improve the business climate for financial services and fair trade (for example, by demanding a price for products that relates to the cost of production rather than the global market price). Civil society organisations in approximately 35 countries have contributed to positive changes in legisla-

tion on fair trade. They have helped to streamline local legislation on financial services in 12 countries.

Have these programmes made it easier to do business in the partner countries? The measures taken by the World Bank Group (FIAS) have certainly had a positive overall effect. Between 2006 and 2008, the partner countries whose governments were given FIAS assistance to implement reforms rose 11 places on the World Bank's Doing Business list. In the partner countries whose reforms were supported by Dutch embassies, the picture is more mixed. Some improved legislation for businesses, while in others the legislative context worsened. There is therefore still a long way to go before the obstacles to a good business and investment climate in developing countries are removed.

Figure 1.3 Proportion of underweight children aged below five, 1990, 2006

(% (Source: UN Millennium Development Goals Report, 2008))



Infrastructure: examples of results achieved

In 2007 and 2008, 85 projects funded by the Development-Related Export Transactions programme (ORET) were completed. They cost a total of 290 million euros and involved the construction of roads, bridges, ports, water infrastructure and ICT facilities. The projects resulted in the construction, expansion and renovation of 102 hospitals. Services and facilities at four ports were upgraded through infrastructure improvements, the supply of vessels and technical assistance. The telecommunications infrastructure was modernised through the installation of 1,400 kilometres of fibre optic cable. An evaluation carried out in 2006 concluded that ORET projects had been well managed and had generally reached their targets (16 of the 22 projects examined).²⁰ However, because they scored less well on development effects, including poverty reduction, it was decided to replace them with a new, more demand-driven, development-relevant programme: ORIO (Development-Relevant Infrastructure Development) with effect from 2009. Under a new tendering process, proposals will now compete on the basis of development-relevance and the involvement of small and medium-sized enterprises, to make infrastructure more pro-poor. Only the best proposals will be selected.

In 2002, the Netherlands was involved in the establishment of the Private Infrastructure Development Group (PIDG), an innovative fund that gives practical support to the development of private infrastructure in developing countries. PIDG supports the development and financing of projects and issues guarantees. Donor investments totalling US\$ 238 million (US\$ 20 million of which was contributed by the Netherlands) attracted a further US\$ 7.7 billion in private sector investments. These investments were provided to develop and build infrastructure, especially in the poorest developing countries. As a result, new and/or improved water, electricity and transport infrastructure is now available to 6.3 million people and mobile phone connections have been provided for 2.6 million people in these countries. The investments have generated more than 10,000 jobs.²¹

Reliable infrastructure

A reliable infrastructure is essential if businesses are to produce and trade efficiently. A good business and investment climate needs roads, ports, effective communication and an uninterrupted supply of energy and water.

As well as supporting infrastructure projects via the World Bank and other institutions, the Dutch government finances infrastructure improvements via the ORET programme and the Netherlands Development Finance Company (FMO), through its infrastructure fund for least developed countries.

The Netherlands finances infrastructure projects in developing countries mainly through multilateral contributions and ORET funding. These contributions are naturally relatively modest when compared with the overall infrastructure im-

provements that have been carried out in developing countries. World Bank statistics show that access to infrastructure has improved in around 30 of the 40 development partner countries, where access to electricity and telecommunication in particular is measured (rru.worldbank.org/besnapshts).

Development of market chains

The main stumbling blocks for businesses in developing countries wanting access to international markets are tariffs, internal state aid, export subsidies and strict product requirements. They also often have too little knowledge, experience and human resources to exploit market opportunities. Programmes run by embassies and civil society organisations primarily focus on boosting the income and hence development opportunities of small producers.

Programmes to develop the market chain are run by the embassies in Bolivia, Colombia, Ethiopia, Mali, Nicaragua and Rwanda. In recent years, the programmes implemented by civil society organisations have placed growing emphasis on the chain as a whole rather than on only part of it. Together, civil society organisations have strengthened more than a thousand producer organisations worldwide, and approximately 2.5 million producers have seen a marked rise in income.

Seven civil society organisations (Cordaid, Fair Trade Original, Hivos, ICCO, Oxfam Novib, SNV and Solidaridad) have used Dutch aid to introduce and improve 28 quality labels for sustainable and fair production and trade. Coffee, cotton, cocoa, tea and fruit are key sectors to have benefited.²²

Table 1.1
Number of producer organisations strengthened and number of people reached in 2007-2008 (Source: Cofinancing organisations/ICCO compilation of annual reports for 2007)

	Cordaid	Hivos	ICCO/KiA	Oxfam Novib	SNV	Solidaridad	Total
Producer organisations	590	n.a.	110	n.a.	170	142	1,012
Members reached	520,000 (50% women)	60,000	410,000	1,400,000 (75% women)	n.a.	70,000	2,460,000

Table 1.2
Outstanding loans and guarantees at the end of 2007 (millions of euros)
 (Source: Cofinancing organisations/ICCO compilation of annual reports for 2007)

Hivos-MyC4 *	Hivos-Triodos	Oikocredit (ICCO/KiA)	ASN-Novib	Oxfam Novib	Total
6	45	215	54	23	343

* MyC4 is an online market place in which 11,782 investors from 82 countries have invested.



Financial sector

Approximately four billion people have no access to loans or other financial services, such as insurance. A sound financial sector is vital for mobilising savings for investment. Better access to financial services has enabled millions of people in developing countries to effectively work themselves out of poverty. The Netherlands supports the financial sector through bilateral programmes run by its embassies in Burundi, Macedonia, Mozambique, Nicaragua, Rwanda, Tanzania and Zambia. Programmes are also funded by the Netherlands Development Finance Company (FMO). Finally, the Netherlands contributes to the Health Insurance Fund, the Financial Sector Reform and Strengthening Initiative (FIRST) and the International Finance Corporation (IFC).

Civil society organisations are also supporting microfinancing institutions. Approximately 125 of these institutions have had their operational performance strengthened as a result

and there is close cooperation with a further 200. This cooperation and strengthened capacity have increased their professionalism and widened their service to include new forms of credit. This has led to a much better provision for the lower end of the market, with poor people now becoming fully-fledged customers of the financial sector. The NGOs in question reach approximately 25 million people. Efforts to open up credits to women are also bearing fruit: women now account for 83% of customers of the Cordaid programme, 70% of the Hivos programme, 68% of the Oxfam Novib programme and 86% of the Terre des Hommes programme. Contributions by civil society organisations to microfinancing institutions and SMEs have risen sharply and the provision of secured loans has had a multiplier effect on the capital market.²⁷

However, the results are not always positive. Terre des Hommes has argued that the dangerous and volatile situation in some countries poses a risk to the credit programmes. Poor

commercial returns lead to uncertain repayments, especially in East Africa, as a result of which there is less capital available for subsequent loans.

In terms of national impact, World Bank figures show that between 2000 and 2006 the volume of domestic loans as a percentage of GDP went up in 21 of the 31 non-fragile partner countries. They went down in six partner countries and remained largely unchanged in four. In the fragile partner countries, the volume of domestic loans as a percentage of GDP went up in six countries and remained the same in one (details for two countries are unknown). This can be regarded as a positive outcome.³⁴ Research shows that a 10% increase in the ratio of loans to GDP leads to a 2.5 to 3% reduction in poverty (Claessens, *Access to Financial Services*, 2005).

Development of market chains: examples of results achieved

(Source: Evaluation of the Trade Union Cofinancing Programme 2001-2006)

The Dutch embassy in Colombia is supporting a partnership for the production of sustainably grown coffee in cooperation with Starbucks. This has led to better living conditions for 1,160 coffee-growing families. 442 producers now sell their products through 25 associations that have been established specifically for the coffee production chain. Another project is helping to reintegrate demobilised guerrilla and paramilitary forces into mainstream society by recruiting them into local banana growing cooperatives. The products themselves are now Fair Trade certificated following investments in local production infrastructure and improvements in the way the cooperatives are organised. A Dutch company is selling the bananas in Europe. The results of the programmes in Bolivia and Mali are discussed in the country cases at the end of this chapter.²³

In 2007-2008, the Centre for the Promotion of Imports from Developing Countries (CBI) helped a total of 400 companies from developing countries to prepare their products for export to Europe. Evaluations found that these companies achieved a combined rise in exports of 160 million euros, leading to an estimated 14,000 extra direct jobs. 3,400 exporters were given export marketing and management training, a million market studies were distributed among the target group, 50 strategic partnerships were established and 44 business organisations were given help in preparing local SMEs to export their goods to the European Union.²⁴

The Café Femenino programme was established by the Organic Products Trading Company (OPTCO) and launched in Peru in 2004. OPTCO has been trading in organic coffee since 1989. It buys the product from local cooperatives and sells it on to roasting companies in Canada, the US and Europe. The company recently decided to establish a producer organisation for women in partnership with two other firms. Women in the region are often low-skilled with no access to means of production. This particular branch of Café Femenino began with 464 female coffee farmers. A guarantee from Cordaid allowed OPTCO to expand the initiative to more cooperatives and countries (Colombia, Bolivia, Guatemala, the Dominican Republic and Mexico). It has boosted the incomes of 800 female coffee growers and strengthened local market chains, for example by putting supermarkets directly in touch with the growers. The coffee supplied by Café Femenino is organic and Fair Trade certificated. In addition to being paid a fair price for their product, the women also receive a Fair Trade premium of two dollar cents per pound. This money is invested in community projects.²⁵

SNV has successfully launched the 'inclusive business' concept in Latin America. This is an initiative in which the poorer segment of the population is sustainably involved in activities organised by larger companies to benefit both parties. The programme reaches 300,000 households. In Ecuador, the approach has led to the creation of 8,000 new jobs for people from the poorest sections of the population and boosted their income from less than two dollars a day to eight dollars a day.²⁶

Knowledge and skills in the private sector

Many companies in developing countries face a shortage of skilled personnel, technological knowledge and commercial expertise. The private sector is also often poorly organised and therefore unable to protect its own interests.

The Netherlands supports capacity development for local businesses through embassy programmes in Bosnia-Herzegovina, Kenya, Sri Lanka, Nicaragua and Zambia. The Dutch government also funds programmes to develop the capacity of individual companies and membership organisations for employers, producers and trade unions. Various civil society organisations focus specifically on strengthening business support organisations. These organisations in turn support producer organisations, cooperatives and individual companies in various sectors such as market research, business planning and product development. The Netherlands is funding initiatives to improve the position of employees in developing countries and to promote the Interna-

tional Labour Organisation's Decent Work Agenda.

The work done by civil society and other organisations helped a total of 565 business organisations in developing countries. Civil society organisations (Cordaid, ICCO/KiA, SNV and Solidaridad) strengthened some 245 business support organisations.⁴³ Other organisations (VMP, the employers' programme DECP, Agriterro and IFDC) strengthened a total of 320 agricultural and membership organisations.⁴⁴ Together, these initiatives reached millions of farmers, employees and SMEs.

General budget support

In 2008, the Netherlands set aside 186 million euros for general budget support, as shown in the table below. This is 3.9% of total ODA funding. A joint donor evaluation of budget support in eight countries in 2006 found that it had had positive effects on financial management and social expenditure.⁴⁵ Budget support also improves the coordination of donor aid and the way aid is aligned with national budgets

and policy priorities. The study found that it was difficult to directly correlate improvements in the poverty situation with budget support.

Budget support has however led to a number of specific policy reforms. In Burkina Faso, it has initiated major improvements in the management of public finances. In Uganda and Tanzania, budget support substantially increased the share of the national budget allocated to provide services to the poor.

In Vietnam, it was used to support policy measures aimed at private sector development, which ensured that growth was channelled more directly to the poor. In Ghana and Mozambique, budget support was used to pursue key reforms in the investment climate and the banking system.

The evaluation of Dutch policy on Africa in 2007 by the Policy and Operations Evaluation Department (IOB) acknowledged

Financial sector: examples of results achieved

(Sources: Ambassade Dar Es Salaam, Tanzania; Cordaid.; HIVOS.; FIRST, Washington.; HIF 2009; IFC Washington)

In Rwanda, the Dutch embassy and Rabobank undertook a project to modernise the Banque Populaire de Rwanda (BPR) at the request of the Rwandan government. They converted it from a poorly performing group of over 200 cooperative banks into a modern commercial bank with shareholders. Over half a million Rwandan citizens who were formerly members of one of the cooperative banks have now become BPR shareholders. The Netherlands is contributing some of the technical assistance needed to ensure the bank's viability. Rabobank acquired a 35% stake in BPR through Rabo Financial Institutions Development B.V. and is funding 35% of the technical assistance. Particular attention was paid to the specific character of the cooperative banks for women. They have since been grouped into a special branch which caters exclusively for women. 27% of the bank's loans are issued to women.

The Dutch embassy in Tanzania supports the Financial Sector Deepening Trust, the aim of which is to widen access to financial services, especially in rural areas. In October 2007, nine projects were launched, giving 299,300 people access to credits to improve their incomes and living conditions.²⁸

Cordaid has been supporting a microfinancing institution in Kenya since 1999. In 2004, after initial difficulties getting off the ground, the institution's micro-credit activities were privatised under the name MDSL. The bank was found to be in a highly precarious financial position. However, under a new manager and following a capital injection from Cordaid, it was transformed into an efficient microfinancing agency. Internal efficiency measures, training and a better information system led to a 50% increase in productivity per employee. In 2006 and 2007, the opening of new branches and the introduction of new loan products finally resulted in the long-awaited portfolio growth. MDSL is now a profitable organisation offering financial services to the residents of Nairobi's slums.²⁹

In Central America, Hivos supported the creation of joint ventures between microfinancing agencies and HIV/AIDS organisations to make available loans and other financial services to people with HIV/AIDS. In Southern Africa, the organisation is integrating an AIDS policy into the services offered by microfinancing agencies. 83% of Hivos' partners now operate a workplace policy for their own staff. The policy encourages a better approach to the risks and problems of HIV/AIDS, to counteract discrimination and the loss of manpower through the disease.³⁰

The Netherlands is also contributing to the multidonor fund FIRST (Financial Sector Reform and Strengthening Initiative), which provides technical assistance to governments and supervisory bodies in the interests of an efficient and effective financial sector. The World Bank and the IMF are also involved. Since 2003, the Netherlands has supported a total of 271 missions offering specialist support in 75 countries. 109 of these missions gave assistance to central banks and Finance Ministries in Sub-Saharan Africa. At a consultative meeting in November 2008, the financial authorities that benefited from these missions were unanimous in their praise for the work done by FIRST.³¹

In 2006, the Netherlands set up an innovative fund to improve access to health care. The Health Insurance Fund (HIF) provides basic health insurance (including for HIV/AIDS) for low income groups through the private sector. Previously, this form of health insurance was only available to the most affluent groups. The fund was launched in Nigeria in 2007. Some 45,000 people have now been insured and 15 hospitals have been refurbished. Patient attendance has risen dramatically. This approach has been used at federal level as a template for integrating basic health care into the national insurance system.³²

The International Finance Corporation (IFC) is a multilateral organisation which, with funding from the Netherlands and other donors, provides investment, advice and other services to the private sector. The IFC has strengthened the capacity of small and medium-sized enterprises by providing training for more than 20,000 entrepreneurs, including many women. It has also issued approximately seven million micro-credits through local credit institutions.³³



the positive effects of budget support on donor harmonisation and on the management of public finance in the relevant partner countries.⁴⁶ However, the IOB also noted that more research was needed on the precise effects of budget support on poverty. This is now being examined together with the IOB. The IOB advises restraint in giving general budget support to countries with poor human rights records, weak administration or inadequate anti-corruption measures. These issues are carefully weighed by the Ministry of Foreign Affairs using track records, a socioeconomic and political analysis which forms the basis for granting budget support. Clear agreements are also made with the recipient country on projected results and the contribution that can be expected for the period in question if these results are met.

Food aid

The Netherlands provides a high proportion of food aid through the United Nations World Food Programme (WFP). WFP delivers emergency food supplies to people in acute

need following natural disasters, and to those in long-term emergency situations, for example following wars or conflicts. In 2007, the Netherlands provided 3.3 million tonnes of food via the WFP to 86.1 million people in 80 countries, including 76.1 million women and children.⁴⁷ Investing in women is important because it leads to better food provision and health for the entire family. The proportion of people suffering from hunger rose sharply in 2008 following the crisis in world food prices, when the price of basic foodstuffs rose dramatically. As a result, the WFP programme began the year with a target figure of 70 million but in fact gave aid to some 86 million people.⁴⁸

A number of civil society organisations also provide food aid. They include ZOA Vluchtelingen zorg, Oxfam Novib, the Red Cross, Save the Children, World Vision, ICCO, Stichting Vluchteling, Cordaid, Terre des Hommes and Woord en Daad. In 2007 Oxfam Novib and other partner organisations provided humanitarian aid to 4.6 million people through

emergency aid programmes and conflict prevention. ICCO, Cordaid and Woord en Daad together gave emergency aid to over 755,000 people.⁴⁹

Knowledge and skills in the private sector: examples of results achieved

(Sources: Ambassade Serajevo, Bosnië-Herzegovina; Ambassade Managua, Nicaragua; PSOM 2008, EVD; Stichting PUM)

In Bosnia-Herzegovina, Dutch funding has been used to establish a range of organisations, such as business centres and associations, to promote a better business and investment climate. The Regional Development Office in central Bosnia is increasingly seen as a springboard for economic development.³⁵

In Nicaragua, support from the Netherlands has been used to launch the next phase of a successful programme (PROSEDE) which is subsidising 15,000 SMEs by means of vouchers which they can use to pay for training and technical assistance. In 2007-2008, at least 70% of the firms registered a substantial increase in both productivity and output as a result, leading to more profitability. Over 40% also created new jobs. INDE, the non-profit organisation established by these businesses, has now extended the programme to 12 of the country's 20 departments, including those in rural areas. Some 75% of the entrepreneurs who have benefited from the programme are women. In the next phase, the service will partly concentrate on production chains with major potential, such as coffee and tourism.³⁶

The Programme for Cooperation with Emerging Markets (PSOM), which ran until mid-2008, gave financial support to Dutch and local businesses wanting to establish joint investment projects in developing countries. The innovative nature of these projects could take the form of a new product, production method or technology for the developing country. Due to the risks involved, approximately 35% of these projects failed, a similar percentage to that in developed countries. Because many projects were halted at an early stage, they only accounted for 5% of the entire PSOM budget. A total of 143 projects were completed between 2003 and 2008. On average, 87 extra jobs were created by each project and 383 people were trained. The projects also had positive side-effects, such as boosting the incomes of 440 producers (farmers) per project on average. In mid-2008 the programme was replaced by the Private Sector Investment Programme (PSI).³⁷

The Netherlands Management Cooperation Programme (PUM) sends out senior experts from the Netherlands to give specific advice to businesses in developing countries. In 2007-2008 a total of around 2,715 missions advised approximately 2,225 SMEs, mainly in Africa and Asia. Levels of customer satisfaction were high: the recommendations made by the experts were accepted by over 95% of the companies.³⁸

Increasing the level of organisation within the private sector is one way of improving the business and investment climate in developing countries. The Programme to Support Producer Organisations (POP), in which farmers' organisations in developing countries are given technical assistance by their counterparts in the West, is unique. In 2007 and 2008, it strengthened the capacity of 35 farmers' organisations with approximately 130,000 members. This enabled them to represent the interests of their members more effectively, for example in negotiations with suppliers and exporters and through the transfer of knowledge.³⁹

The International Centre for Soil Fertility and Agricultural Development (IFDC) supports the development of agricultural production in West Africa by bringing together all those involved in a particular chain. In 2007, it assisted 158,536 farming families whose average agricultural incomes rose by 52%. In 2008 the programme expanded further, and is now on track to reach its goal of improving the position of a million households by 2010.⁴⁰

The Fair Wear Foundation is committed to promoting good working conditions in the textile industry. Clothing companies that join the foundation agree to abide by a code of conduct and their compliance with this code is assessed. In 2007 the initiative improved the legal position and working conditions of some 155,000 employees working in 840 textile companies in the developing world.⁴¹

The Dutch CNV and FNV trade union federations support their counterparts in developing countries via the Trade Union Cofinancing Programme (VMP). They also contribute to the ILO Decent Work Agenda through projects, training and lobbying activities. Results include better employment rights, job creation, improvements in social security and social dialogue and stronger trade union organisations. During the period under review, support was given to 130 partner organisations in developing countries (20 at multilateral/international level). The evaluation of the VMP also found that the vast majority of projects had achieved their output target. However, because it was difficult to gauge how far some of these projects had contributed to capacity building and strengthening trade union and employment rights, it was decided to tighten priorities and projected results in the new VMP policy framework for 2009-2012.⁴²

1.2.3

Financial and non-financial input

The Netherlands gives financial aid through various channels: bilateral (private sector and embassy programmes), multilateral and non-governmental. See figures 1.4 and 1.5.

The Netherlands also provides non-financial support. Most of the Dutch embassies that focus on private sector development are involved in local donor groups for economic development. These embassies often lead the field in improving the coordination of aid (harmonisation) between donors. They are, principally, the embassies in Bolivia, Bosnia-Herzegovina, Ethiopia, Indonesia, Mali, Nicaragua, Rwanda, Tanzania and Zambia. The Netherlands co-chairs the donor groups in Zambia and Ethiopia. These embassies often pursue an active policy dialogue - directly or through these donor groups - with the recipient government to improve the business and investment climate by means of pro-poor economic growth. In a number of cases, embassies or civil society organisations help private sector organisations to strengthen their lobbying capacity with the government. The Dutch embassy in Bosnia-Herzegovina, for example, is holding talks with the Bosnian government to find solutions to the practical problems encountered by international companies doing business in Bosnia-Herzegovina, in cooperation with the Foreign Investors Council and other embassies.

- 8 World Development Indicators. Poverty data. A supplement to World Development Indicators 2008, World Bank, Washington, 2008.
- 9 United Nations, 2008.
- 10 Global Monitoring Report 2009, Crisis, MDGs and the private sector, emerging findings and messages, World Bank, 19 February 2009.
- 11 World Bank, 2008.
- 12 United Nations, 2008.
- 13 United Nations, 2008.
- 14 Doing Business 2008: comparing regulation in 181 economies, World Bank/IFC, Washington, 2007. Doing Business 2009, World Bank/IFC, Washington, 2008.
- 15 Dutch embassy, Maputo, Mozambique.
- 16 Dutch embassy, Dar Es Salaam, Tanzania, and BEST-AC programme quarterly reports.
- 17 Doing Business 2008, World Bank/IFC, Washington, 2007. Doing Business 2009, World Bank/IFC, Washington, 2008.
- 18 HIVOS and Oxfam Novib 2007 annual reports.
- 19 2007 annual report, FIAS Investment Climate Advisory Services, World Bank Group, 2008.
- 20 ORET evaluation, Parliamentary Papers 30800 V, no. 56 (January 2007).
- 21 PIDG 2007 annual report.
- 22 Cofinancing organisations/ICCO compilation of annual reports for 2007 and 2008.
- 23 Dutch embassy, Bogota, Colombia.
- 24 CBI annual report.
- 25 Cordaid 2007 annual report.
- 26 Information from SNV.
- 27 Cofinancing organisations/ICCO compilation of annual reports for 2007 and 2008.
- 28 Dutch embassy, Dar Es Salaam, Tanzania.
- 29 Cordaid 2007 annual report.
- 30 Hivos 2007 annual report.
- 31 FIRST annual report fiscal year 2008, Washington.
- 32 HIF 2009 annual plan and internal account of the meeting with the NHIF.
- 33 IFC 2008 annual report, Washington (www.ifc.org).
- 34 Business Environment Snapshots, World Bank (rru.worldbank.org/besnapshots).
- 35 Dutch embassy, Sarajevo, Bosnia-Herzegovina.
- 36 Dutch embassy, Managua, Nicaragua (INDE report).
- 37 Summary of the 2008 PSOM annual report, EVD.
- 38 2007 and 2008 annual reports, PUM Foundation.
- 39 Agricornord information folder, 2008.
- 40 2nd semester 2008 Progress Report – SAADA/1000s+ Project, IFDC.
- 41 Fair Wear Foundation 2007 annual report.
- 42 Evaluation of the Trade Union Cofinancing Programme 2001-2006.
- 43 Compilation of the annual reports for 2007 and 2008 of the cofinancing organisations, ICCO.
- 44 2007 annual reports of the VMP (FNV and CNV), DECP, Agriterre and IFDC.
- 45 OECD/DAC Joint Evaluation of General Budget Support, 2006.
- 46 IOB evaluation of Dutch policy on Africa 1998-2006, 2007.
- 47 World Food Programme: facts and figures 2007, Rome (www.wfp.org).
- 48 The figures for 2008 have not yet been finalised.
- 49 Compilation of the annual reports for 2007 of the cofinancing organisations, ICCO.

Table 1.3
Structural general budget support 2006-2008

(millions of euros) (Source: Ministry of Foreign Affairs (DEK/HI), 2009)

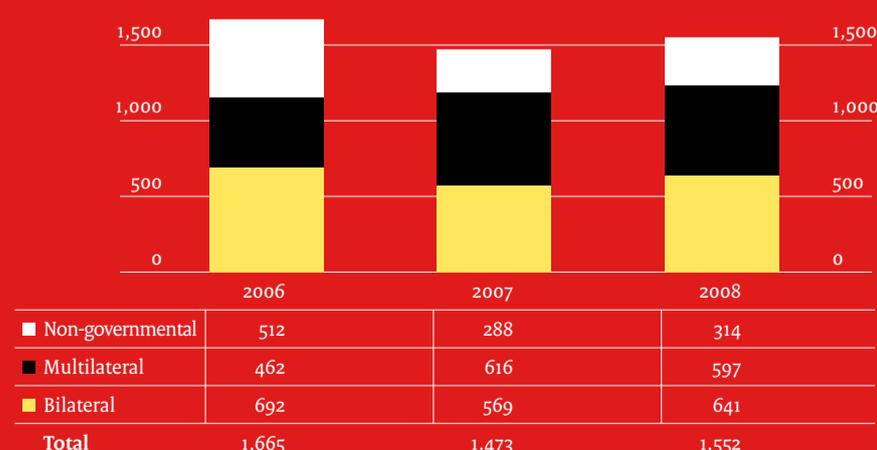
	2006	2007	2008
Armenia*	5	2	0
Benin	10	10	10
Bhutan*	0	0	2
Burkina Faso	18	19	20
Burundi	8	10	14
Georgia*	5	2	2
Ghana	14	25	24
Cape Verde	2	7	6
Macedonia*	0	0	7
Mali	10	10	12
Moldova	0	3	4
Mozambique	16	18	18
Nicaragua	10	11	6
Uganda	15	20	5
Senegal	0	0	10
Tanzania	30	30	30
Vietnam*	24	12	6
Zambia	5	8	10
Total	172	187	186

* financed through the World Bank

Figure 1.4 Expenditure on private sector development by channel (millions of euros) (Source: Ministry of Foreign Affairs (FEZ))



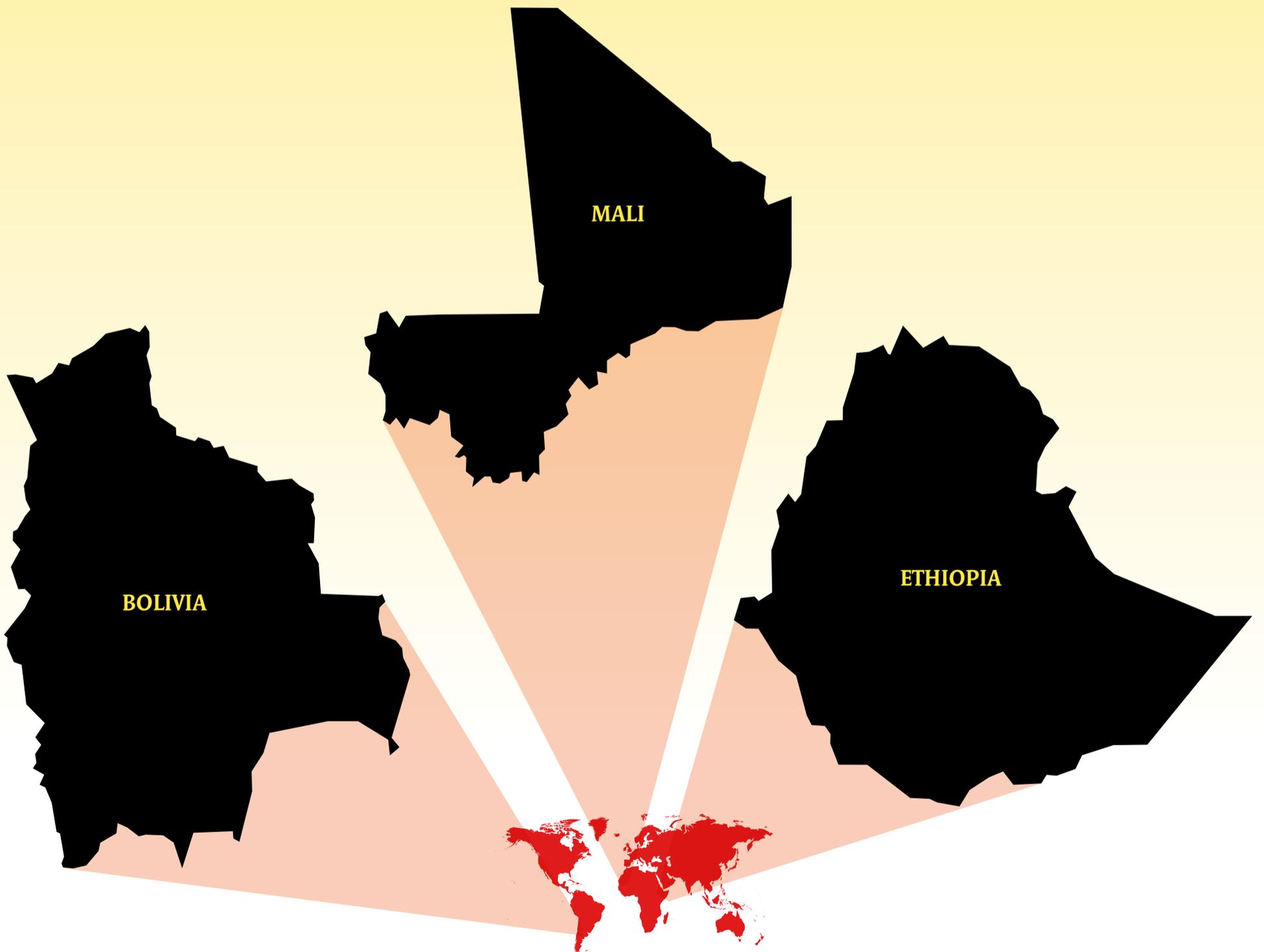
Figure 1.5 Expenditure on MDG 1 by channel (millions of euros) (Source: Ministry of Foreign Affairs (FEZ))





1.3

Country cases



1.3.1

Mali

growth and increased economic activity



Mali is one of the poorest countries in Africa, in terms of both per capita GNP and social indicators for development. Eighty-five per cent of the working population is dependent on agriculture, while agricultural revenue is low due to lack of diversification and the sensitivity of exports to external shocks. Developments within the agricultural sector are also limited by the low level of organisation of the agricultural working population and poor soil fertility. In 2008, Mali and its neighbours were affected by the sharp rise in global food prices. Dutch support for Mali has focused mainly on rural economic development and on improving the general business and investment climate. The Netherlands is supporting the development of selected market chains to improve agricultural production and increase revenue by means of specific programmes.

Legislation

To improve the business and investment climate in Mali, the Dutch embassy is supporting a programme run by the FIAS (part of the World Bank Group) to simplify legislation for businesses, mainly in the agricultural sector. The results so far have been limited since the government has only acted on a few of the recommendations. However, one successful outcome is the establishment of an investment promotion agency which helps businesses to make investments, for example by supplying them with information on existing legislation.⁵⁰ Despite this, Mali's ranking on the World Bank's Doing Business Report list went down in 2007-2008, chiefly because its neighbours were quicker to implement reforms.⁵¹

Support from civil society is also being used to strengthen conditions for business and trade in Mali and the wider region. ICCO and SNV, for example, are supporting a lobbying network of cotton producers from 13 countries in Western and Central Africa, which is based in Mali. The group is calling for fair international trade prices for African cotton and for a better competitive position for West African producers. Oxfam Novib has taken steps to raise awareness and distribute information on land rights to small-scale producers. 10,000 people were given training on their rights in the period under review. SNV has helped farmers' organisations in various lobbying processes at national level. A successful example was the reduction of export premiums on the border between Mali and Senegal and the Côte d'Ivoire from FCFA 16,500 to FCFA 4,050 per cow.

Development of market chains

The Netherlands supports the development of the agricultural sector in Mali in various ways. It provides funding to the IFDC to train farmers and crop traders, with approximately 15,500 households benefiting in 2007, including around 12,000 women. The programme boosted participants' average incomes from agriculture by some 70%.⁵² Another example is the programme financed by the Dutch embassy in Koulikoro province, which is being implemented by the provincial chamber of agriculture with help from SNV. The programme centres on the development of six market chains. Good results are being obtained in the pro-

duction chains for sesame and jatropha. Sesame production has risen in recent years from almost nil to an anticipated output of 400 tonnes in 2008-2009.⁵³ Jatropha production is increasing year-on-year. Jatropha nuts are processed into oil which is then bought by a Dutch-Malian joint venture. The company, which was established with PSOM funding, processes the oil into biodiesel for sale on the local market. The producers hold a 20% share in the company. The programme has also made good progress in the other market chains.

Civil society organisations such as Oxfam Novib and ICCO also contribute to the development of markets. ICCO, the Royal Tropical Institute (KIT) and SNV provide finance to local farmers' organisations to encourage the production of organic cotton and other organic crops. ICCO and KIT have opened an export centre to promote the export of organic crops. In 2008, 6,500 small farmers produced approximately 2,000 tonnes of organic Fair Trade cotton. Around 2,000 producers supplied the export centre with organic cotton, sesame and soya.⁵⁴

At the beginning of 2008, Mali was also affected by the sharp rise in food prices. The government was forced to take additional measures to absorb the effects of the crisis and strengthen agriculture. This resulted in the launch of the Riz Initiative in April 2008.



Population	11,626,000
Area	1,240,192 km ² (29.9 x the Netherlands)
Capital	Bamako
Religion	Muslim 90% Traditional faiths 9%
Ethnicity	Bambara 32% Fulani 14% Senufo 12% Soninke 9% Malinke 7% Berbers (Tuareg) 7% Songhai 7% Dogon 4%

Birth rate	50 births / 1,000 inhabitants
Mortality rate	17 deaths / 1,000 inhabitants
Infant mortality	108 deaths / 1,000 births
Life expectancy	45 years
Illiteracy levels	81% (>15 years old)
Food supply per capita	9,358 kJ per day (2003)
Health care	1 doctor / 20,000 inhabitants (2002)
Vaccination rate	69% (2003)
Employment in agriculture	85.8 %
Employment in industry	2.0 %
Employment in services	12.2 %

Purchasing power (GDP) per capita	€ 994
GDP growth 1990-2003 per capita	2.4% per year
Exports	Cotton, gold, livestock
Imports	Petroleum, textiles, machinery and equipment, construction materials, food
CO₂ emissions	0.1 tonnes per inhabitant (2003)
Energy consumption	30 kg carbon equivalent per inhabitant (2002)
Energy balance	80% deficit (2002)

Improved infrastructure

A good infrastructure is vital in enabling businesses to produce and trade. Dutch support for the Office du Niger large-scale irrigation programme is part of the Malian government's sectoral strategy. An important result in recent years has been the rehabilitation of 1,100 hectares of land for irrigation farming. Substantial investments have also been made to improve water management, for example through the establishment of water users' groups which are now distributing the available water more efficiently. To improve yields, trials have been carried out using new rice varieties which require less water and methods to extend the storage life of vegetables such as onions and tomatoes. Considerable attention has been focused on improving the capacity of farmers' organisations, which are gradually evolving into micro-enterprises.

In Bamako, the Netherlands has financed the construction of a logistics centre where vegetables and fruit are processed and cooled for containerised transport to Europe. During the centre's first year of operations (2008), over 900 tonnes of mangoes were exported to Europe. The supermarket chain Ahold is helping to finance the centre and is also its biggest customer, taking delivery of 600 tonnes of mangoes in 2008. Exports are expected to double in 2009.⁵⁶

Conclusion

Mali's economy has grown by an average of 5.5% over the past decade. The tax quota is steadily rising: tax revenue as a percentage of GNP rose from 14.7% in 2005 to approximately 17% in 2008. Economic activity in the larger cities has substantially increased, partly due to major investments in infrastructure. In rural areas, economic activity is lagging behind, but promising initiatives are being planned and implemented by the government and donors. However, they will require time to take effect. According to World Bank figures, the proportion of Malian people living below the poverty threshold has fallen from 55.6% in 2001 to 47.4% in 2006.⁵⁷ Despite this, there are still wide regional differences, both in income levels and in access to social services (education and health care).

⁵⁰ Dutch embassy, Bamako, Mali.

⁵¹ Mali fell from 160th to 166th position on the Doing Business list, *Doing Business 2009*, World Bank/IFC, Washington, 2008.

⁵² SAADA/1000+ programme, information sheet M&E Unit IFDC (International Centre for Soil Fertility and Agricultural Development), IFDC.

⁵³ Dutch embassy, Bamako, Mali.

⁵⁴ ICCO information.

⁵⁵ Dutch embassy, Bamako, Mali.

⁵⁶ Dutch embassy, Bamako, Mali.

⁵⁷ World Bank, 2008.

The Riz Initiative

(Source: Embassy at Bamako, Mali)

The aim of the Riz Initiative is to increase national rice production by 50% in the space of a year, to 1.6 million tonnes of unpeeled rice. The idea was to boost production by making it more attractive for rice growers to plant more rice and use artificial fertiliser. This was achieved by reducing the price of artificial fertiliser and seedlings and encouraging the planting of rice varieties that could be grown without irrigation. The latter resulted in a substantial expansion of the rice acreage. The initiative ties in closely with Mali's strategy to become a leading producer of food in the region and to make agriculture an economic driver. Although the final results are not yet available, the Riz Initiative has proved a great success. The projected 50% production increase appears to have been achieved and rice farmers are enjoying a higher income than they have in previous years. This success is partly due to a good rainy season and to the fact that the market price for rice did not slump following the harvest. The Riz Initiative was funded by the government of Mali, local banks and microfinancing agencies, with contributions from one or two donors, including two million euros from the Netherlands.⁶⁰





Mali

Seydou Idrissa Traoré

Who?

Seydou Idrissa Traoré (62) is Director-General of the National Irrigation Service at the Office du Niger. He lives in Segou, 235 kilometres from the capital Bamako.

What does your job involve?

I am Director of the Office du Niger and manage all the processes and staff. I was appointed in 2006 to resolve problems within the organisation and management. There is now more transparency and the producers, partners and personnel of the Office du Niger are satisfied.

What is the Office du Niger?

The Office du Niger was created in 1932 to become the storehouse for West Africa. It is now one of the main sources of food for Mali. We manage the country's water resources, a million hectares of land and the infrastructure.

How important is the Office for the population?

The Office produces nearly 48% of all rice grown in Mali and meets over 52% of the country's rice requirement. Vegetable production accounts for just under CFA 20 billion (30 million euros) a year, which is paid directly to the producers. The Office du Niger therefore plays an important role in the fight against poverty.

What progress is your region making in reaching MDG 1?

Over 80% of the population in Mali works in the agricultural sector. Poverty reduction therefore starts with the development of this sector. We help smallholders to boost their incomes and improve their working and living conditions. The progress we've made is reflected in the number of luxury items people have, such as TVs, motorbikes and mobile phones. One or two even have cars. This shows that the Office du Niger is playing a significant role in meeting the MDGs.

Mali has great agricultural potential compared with most of its neighbours. We shouldn't really have any food problems. But more and more of our working population is moving away from rural areas to the cities. The only people left in our villages are those with knowledge and experience, but not the strength to work. We've got to reverse this trend. If we don't, we will never fully meet our goals. In developing countries, the three main pillars in the fight against poverty are: development of energy sources, of communications and transport, and of agriculture. We will only succeed if we retain sufficient labour power.

How can your project contribute to the fight against poverty?

We are working to improve living and working conditions, but the state has to keep on making more land available for farming. The future of agriculture, especially in the Sahel, lies in irrigation. We have enough water, but we must find different ways to gain access to it. For example, rather than channelling water through open canals, we could build an underground pumping station. We need to continue en-

couraging and supporting micro-producers, but if we are to meet our food production needs, the major producers must be given the chance to produce enough food without standing in the way of their smaller counterparts.

How do you feel about being dependent on foreign aid?

The fact that we don't have enough agricultural land, despite the help of donors, isn't just a question of money. It's also a question of political will and vision. The government has been far too busy tackling problems in other sectors, and this has left the agricultural sector somewhat neglected.

What would you change if you were the Dutch Minister for Development Cooperation?

In a country where 80% of the population is dependent on agriculture, I would place most emphasis on that sector. After all, what use are schools and health centres if the population can't afford to buy medicines or pay school fees? I would invest most of my development budget in the agricultural sector and make sure the funds were spent very efficiently. That's another of our problems: we are given sufficient resources but they're inadequately used and managed.

Is there anything else you would like to say?

Donors should listen to us since we know what we want and where we're headed. More also needs to be done to prevent resources from being wasted. Development cooperation isn't simply a matter of signing a cheque. If donors think we are going off track, they need to tell us. Only then will cooperation between countries yield results; I really believe that.

Text: Moussa Fofana
Photo: Moussa Koné

1.3.2

Bolivia

slow progress towards the MDGs



Bolivia is the poorest country in Latin America. Much still needs to be done to reduce its social and economic disparities and to ensure that it meets the MDGs. Bolivia has achieved a reasonable growth rate of 4% a year on average in recent years. This is linked to a strong growth in exports due to the relatively high global market prices for raw materials. Despite a reasonable macroeconomic performance, Bolivia has a weak business and investment climate, even in comparison to other countries in Latin America. This is reflected in a relatively low level of domestic and foreign investment. In the context of MDG 1, Dutch aid to Bolivia focuses mainly on improving land rights for farmers and boosting production and trade.

Legislation: land rights

Bolivia has a surface area more than 26 times that of the Netherlands. Most of the land is owned by large landowners. Giving small farmers more access to land is one of the priorities of President Morales' policy. This is mainly being achieved through land reforms and issuing land rights to small-scale, often indigenous farmers. The Dutch embassy is helping this process by supporting the National Agrarian Reform Institute (INRA). Some 50,000 farmers have acquired rights to land for productive purposes through INRA since 2006.⁵⁸

Development of market chains

In the period under review, the Dutch embassy and civil society organisations in Bolivia supported production in a number of specific chains. For the past five years, the embassy has been operating the production chain programme, which supports the production of, and trade in, various niche products. One of these is timber. Bolivia's tropical rainforest is one of the six biggest in the world. Between 30 and 40% of the population depends on the rainforest for its subsistence. International demand for certificated timber is growing and the forestry industry has the capacity to create a considerable number of jobs for low-income groups. The embassy supports the timber chain in Bolivia's Pando province through a multilateral programme run by the IFC. Small-scale rural communities have been given help to produce and sell timber and forestry products (nuts, etc.). Steps have also been taken to secure their access to land (ownership titles). The farmers now sell legally felled timber in local markets and reinvest some of the revenue in the forest, for example in the form of reforestation programmes. The Dutch embassy also supports the production chain for quinoa, a semi-grain from the Andes with a high nutritional value. The emphasis is on the exchange of knowledge and

experience between the various actors in the chains. This enables the obstacles – chiefly lack of knowledge and skills relating to commerce, technology, production methods, promotion and export – to be tackled in a coordinated way, thereby improving the entire chain from producer to end user. The programme has thus improved the incomes of 15,000 families in the poorest part of Bolivia's upland plateau. Quinoa exports have risen from approximately 1,400 tonnes in 2000 to approximately 10,500 in 2007.⁶⁰

Civil society organisations such as Cordaid, ICCO, Oxfam Novib and SNV are also providing support for producers and traders in the agriculture and forestry sector in Bolivia. One example is SNV's inclusive forestry programme (see box). This involves as many small farmers as possible in the chain of larger firms which export certificated timber. The main aim is to strengthen the capacity of small communities to manage forestry projects and to advise companies on how to conclude effective partnerships with small farmers.

Conclusion

Dutch efforts to help secure land rights for smallholders and to improve production and trade in Bolivia have resulted in some successful examples of growth and distribution. However, there is still considerable distrust between the government and the private sector, and this is standing in the way of existing market chain development programmes. Despite the programmes being run by the Dutch embassy and civil society organisations, overall levels of extreme poverty in Bolivia have risen. The embassy's focus is mainly on promoting public-private platforms which help to resolve problems in production chains. However, the current Bolivian government places greater emphasis on increasing its own influence in various sectors. The role of the state in encouraging productive development is crucial, but the importance of the private sector as an engine for development should not be forgotten. This is regularly highlighted and supported by the embassy, mainly through projects based on partnerships between public and private agencies.

⁵⁸ INRA report, *Saneamiento*, 2008.

⁵⁹ INRA report, *Saneamiento*, 2008.

⁶⁰ Dutch embassy, *La Paz, Bolivia*.

⁶¹ SNV information.



Population 8,586,000

Area 1,098,581 km²
(26.5 x the Netherlands)

Capital Sucre (official capital)
La Paz (seat of government)

Religion Christian:
Catholic 95%
Protestant 5%

Ethnicity Quechua 30%
Mestizos 30%
Aymará 25%
European 15%

Birth rate 23 / 1,000 inhabitants

Mortality rate 8 / 1,000 inhabitants

Infant mortality 52 / 1,000 births

Life expectancy 66 years

Illiteracy levels 14% (>15 years old)

Food supply per capita 9,286 kJ per day (2003)

Health care 1 doctor / 769 inhabitants (2002)

Vaccination rate 81 % (2003)

Employment in agriculture 46.9%

Employment in industry 17.5 %

Employment in services 35.6 %

Purchasing power

(GDP) per capita € 2,587

GDP growth 1990-2003 per capita 1.3 % per year

Exports Natural gas, soya, petroleum, zinc, tin

Imports Food, petroleum products, consumer goods, capital goods, chemicals

CO₂ emissions 1.2 tonnes per inhabitant (2003)

Energieverbruik 712 kg steenkoolequivalent per inwoner (2002)

Energy balance 89% surplus (2002)

Women and land rights

(Source: INRA memorandum, Saneamiento, 2008)

In 2007, INRA conducted a study on how the acquisition of titles to land with Dutch support had improved the position of women. Many have no documents proving that land belongs to them. This is partly because they have no birth certificates and therefore cannot apply for proof of identity. INRA undertakes the lengthy and laborious process of applying for identity and land ownership documents on behalf of these women, most of whom are illiterate. The study found that women with documented ownership rights tend to feel better protected against infringements of these rights. Legal ownership of land was also seen as a positive step towards greater respect for women's rights in general. The position of women in Bolivia remains vulnerable, however. Violence against women is still common. The land registration procedure also still appears to be difficult for women to access. This is confirmed by INRA statistics: 46% of the land that has been identified for redistribution and new ownership since 1996 has been given to men, 31% to families (i.e. joint ownership) and only 18% to women. The study made a number of specific recommendations to the government to improve the way it addresses the problems affecting women.⁵⁹

Forestry, but in partnership with the indigenous Indian communities

(Source: SNV)

The SNV's inclusive forestry project has enabled Indian villages to sell timber directly to the timber merchant INPA, which exports parquet, rather than through distributors. This has benefited both the exporter and the communities themselves. For the communities, it has led to more efficient management of the forest, more time for agricultural activities, an increase of more than 200% in the sales volume and a price increase of 15%. The company has gained access to a more stable source of certificated timber and enjoys greater social acceptance throughout the region.⁶⁰





Bolivia

Alvaro Suarez

Who?

Alvaro Suarez (28) is Director of Madre Tierra Mas Unida, an organisation that works for sustainable crop cultivation. He lives in Riberalta in the tropical Amazonian rainforest in the north of the country near the border with Brazil.

How did you join Madre Tierra Mas Unida and what is your role in the organisation?

I am Director of Madre Tierra Mas Unida, an organisation that is committed to sustainable crop cultivation and to working with the local population. We seek both to conserve regional biodiversity and to promote a better standard of living for the workers. I was born in Riberalta, and after my studies I returned to the region to help improve the lives of its poorest inhabitants. The people who live here are fairly isolated from each other and from the rest of the country. As a result, they are often left out of national development plans. The standard of education, health care, electricity, clean drinking water and accessibility in this region therefore leaves a lot to be desired. Through Madre Tierra Mas Unida, I can make a contribution to progress in the region. I want to make improvements in a way that ties in with the way people live here. Doing this in partnership with the local inhabitants is a major challenge.

What is Madre Tierra Mas Unida's role?

We show people how to run their own businesses so they can work independently. We also promote products from the region in the rest of the country. For instance, we've started growing cupuacu, a very healthy fruit which is little known in Bolivia. The cultivation methods we use are tailored to local lifestyles. Essentially, we make improvements without attempting to change too much. We are also working to increase local awareness and knowledge and to encourage a better income for all. Without these initial steps, no further development is possible.

How important is the work you do?

It's often said that while this region has many natural riches, poverty is widespread. But thanks to the promotion of our cupuacu in the rest of Bolivia, there is now more attention for the region. Crop cultivation is generating more employment, security, income and external recognition, and this in turn is raising living standards. At least 150 farming families in the region earn their living directly from crop-growing while a further 300 or so families benefit indirectly.

Can you give some examples of successful or unsuccessful projects?

We have established an entire production line for cupuacu and now sell it on the national market. That was a challenge because the fruit wasn't that well known in Bolivia. We therefore had to promote it heavily. Of course we also encountered problems. This part of the Amazon Basin has almost no electricity and the poor state of the roads makes transport very difficult, especially when it's raining. Due to our poor communications, we've had less recognition and support from the government. We've also been hit by a series of plagues which have affected the fruit. And we've had to improve the techniques we use.

How does your work relate to MDG 1?

Madre Tierra Mas Unida wants local inhabitants to have a satisfactory standard of living and to be able to provide for their own basic needs, such as a healthy diet, clean drinking water, education, health care and land ownership for smallholders. We also want to contribute to the development of the region and encourage new crops to be grown, such as cupuacu fruit. The key aim is to boost local incomes, but if we generate more productivity this will also create more outside interest in the region, attracting more government investment in education, health care and basic amenities.

How do you feel about being partly dependent on foreign aid?

Creating independent micro-enterprises and entrepreneurs is more important than external finance. That said, external support is badly needed in order to achieve that self-reliance. Unfortunately, bureaucratic processes mean that it is always a long time before the money reaches its destination. Having to wait for external approval and official red tape is not always helpful for development, which is why we hope one day to do without it. You always make more progress if you are self-reliant.

What would you change if you were the Dutch Minister for Development Cooperation?

Rather than give financial support to projects like these, I'd launch a campaign to introduce cupuacu juice to Europe, for example. That would generate more demand for the product. Profits would be paid directly to the producers.

Text: Raúl Pérez Albrecht
Photo: Raúl Pérez Albrecht

1.3.3

Ethiopia

priority for agriculture



Declining agricultural output in Ethiopia per unit of land and per head of the population has put agricultural production and growth high on the poverty reduction agenda. Between 2000 and 2007, the economy grew by an average of 7.5% and the proportion of people suffering from hunger declined. However, 2008 was a difficult year due to lack of rain, a dramatic rise in food and petrol prices, limited availability of food stocks and food distribution problems in the Somali region. In recent years, Dutch aid via the bilateral, non-governmental and multilateral channels has therefore focused on food security, raising agricultural productivity and better market access.

Food security

The Netherlands and other donors supported the Productive Safety Net Programme, which offers places on public works programmes to vulnerable people who are unable to secure a year-round income. These placements give them an income which they can use to pay for food, clothing and school fees. Part of their remuneration is also paid in kind, in the form of food. As a result, they are no longer forced to sell their limited possessions when food is scarce. The results over the last two years (2006-2008) have been wholly encouraging. The Assessment Report of October 2008 concludes: 'The Productive Safety Net Programme stabilises and increases the means of support for these households, protects their possessions from confiscation, improves their food security, boosts their incomes and strengthens their self-reliance. It would seem that the beneficiaries achieve a higher score in many objective and subjective indicators.'⁶² The programme has enabled the Netherlands and other donors to provide support to approximately seven million people. Last year the rains were late and there was insufficient rainfall, which led to an increase in the number of households requiring help. However, due to the efficiency of the programme, people were able to respond adequately to food shortages and prepare themselves for the next growing season.

The Netherlands also provides humanitarian aid to Ethiopia through the UN, mainly for supplementary food items, water and basic sanitation, agriculture and health. In 2008 this came to 22 million euros.

Development of market chains

Ethiopia has a large number of small-scale farmers who need additional help from revenue-boosting measures and better access to input and output markets. Various programmes run by the embassy and by civil society organisations are trying to bring about improvements.

Direct support is being given to business support organisations, farmers' organisations and cooperatives through the non-governmental channel. ICCO, for example, is helping 150 organisations (representing a total of 15,000 farmers) to improve the quality of their products. In 2007, farmers' incomes rose sharply as a result.⁶³ Improved access to trade channels means that farmers can now invest in more lucrative crops. Local seed cultivation is also becoming more established as an alternative to seed imports. The same approach has also been used in other sectors: Cordaid helped 12,000 coffee-growers in the southwest region of Oromia to improve the quality and quantity of their coffee. Coffee is Ethiopia's main export product and the standard of living of many small producers is directly linked to the price they are paid for it. Another important product is honey, which is produced throughout Ethiopia and for which there is a large market. However, production cannot keep pace with demand. Cordaid supported two local companies which helped 5,000 bee-keepers to improve the quality and production of their honey. The same companies also gave them access to a market for their newly improved product. Other civil society organisations (Solidaridad, Oxfam Novib, Fair Trade, ICCO and SNV) made substantial efforts to identify promising markets for their own partners.

Financial sector

The growth in the productivity and quality of agricultural production depends partly on the availability of loans. In Ethiopia, MicroNed, Oxfam Novib, Cordaid, ICCO and the Rabobank Foundation work well together in securing loans for their partners. Terrafina, a member of MicroNed, supports seven microfinancing agencies with a total of 130,000 clients.⁶⁶ It has also developed special mechanisms for issuing small community-based loans. Various programmes focus on strengthening microfinancing institutions so they

can operate more efficiently and improve their products to provide a better service to poorer customers. The legislative context in Ethiopia is problematical in that restrictions are imposed on all forms of non-state run organisations. This is being resisted by the Netherlands and other donors, who argue that the private sector (including banks and microfinancing institutions) are vital for economic development in a country.

Conclusion

Between 2000 and 2005, the percentage of Ethiopians living below the global poverty threshold fell from 56 to 39%.⁶⁷ Nevertheless, levels of poverty are still high. Many programmes therefore focus on agricultural development and the provision of social safety nets for the poor. The Productive Safety Net Programme meets the most urgent needs of the poorest families.

Programmes to boost productivity and widen access to markets have made progress in a number of chains. At national level, the challenge lies mainly in improving coordination between programmes and in working out a joint policy between donors and the Ethiopian government. This was achieved in 2008. The Netherlands was actively involved in this process, which it helped to initiate.

⁶² Dutch embassy, Addis Ababa, Ethiopia.

⁶³ ICCO information, 2008.

⁶⁴ Dutch embassy, Addis Ababa, Ethiopia.

⁶⁵ SNV information, 2008.

⁶⁶ 2007 annual report, Terrafina.

⁶⁷ World Bank, 2008.



Population	66,558,000
Area	1,104,300 km ² (26.6 x the Netherlands)
Capital	Addis Ababa
Religion	Christian 61% Muslim 33% Traditional faiths 5% (1994)
Ethnicity	Oromo 32% Amhara 30% Tigray 6% Somali 6% Gurage 4% Sidama 4% Welaita 2% (1994)

Birth rate	38 births / 1,000 inhabitants
Mortality rate	15 deaths / 1,000 inhabitants
Infant mortality	94 deaths / 1,000 births
Life expectancy	49 years
Illiteracy levels	58.5% (>15 years old)
Food supply per capita	7,776 kJ per day (2003)
Health care	1 doctor / 33,333 inhabitants (2002)
Vaccination rate	56% (2003)
Employment in agriculture	86 %
Employment in industry	2 %
Employment in services	12 %

Purchasing power (GDP) per capita	€711 (2003)
GDP growth 1990-2003 per capita	20% per year
Exports	Coffee, qat, gold, livestock and skins, oil seed
Imports	Food and livestock, petroleum and petroleum products, chemicals, machinery, motor vehicles, textiles
CO ₂ emissions	0.1 tonnes per inhabitant (2003)
Energy consumption	424 kg carbon equivalent per inhabitant (2002)
Energy balance	7% deficit (2002)

Business Organisations and Access to Markets (BOAM) programme

(Source: Dutch embassy, Addis Ababa, Ethiopia; SNV)

The BOAM programme, which is funded by the Dutch embassy, contains some good examples of market chain development. In the case of honey, new international markets have been opened up, giving 18,000 agricultural families secure sales outlets.⁶⁴ SNV is helping the sector to gain EU export accreditation, a process that is both costly and time-consuming. Once they had obtained an export license, some 10,000 small bee-keepers could be contracted by processing firms to produce honey for the export market. In 2008, this led to the export of 300 tonnes of honey to Europe. SNV also helped farmers' organisations to increase honey production by their members (18,000 households) and obtain Fair Trade certification.⁶⁵





Ethiopia

Adane Wolde

Who?

Adane Wolde (45) is a farmer and beneficiary of the Productive Safety Net Programme. He lives 600 kilometres north of the capital Addis Ababa.

What is the Productive Safety Net Programme?

In the 1980s, this region was hit by a series of major famines. Since then, I have found it almost impossible to make ends meet. The harvest usually produces just enough for nine months. Previously, I would have had to sell my goats to buy enough food for the remaining three months. Since the Productive Safety Net was introduced, I've been receiving food in exchange for work during the more difficult months. It means I no longer have to sell my goats. And the work I do benefits all the local farmers, since we're building terraces and an irrigation system which we can use to increase the income from our crops.

What if you didn't have the Productive Safety Net Programme?

I would have had no prospect of a better life and I would have had to sell my remaining possessions. I can't live off my land. Now at least I can work to improve my situation by helping to build terraces and other infrastructure.

Do you think this is a good programme?

It is much better than the food aid we used to get. We were never sure if it was coming and who would be getting it. Now I have the certainty of being able to work and earn money.

How has the programme affected your daily life?

It feeds me and my children, and I've also noticed that the terraces and irrigation are improving the soil.

How is the programme helping to achieve MDG 1?

This programme is giving seven million people the opportunity to lift themselves out of extreme poverty. And as for the other goals, I never had the chance to go to school, which I still regret. I therefore want a better life for my children. My son Abraham goes to school and I hope he will have the chance to do something other than be a farmer.

How do you feel about the fact that the programme is partly dependent on foreign aid?

Of course, it would be better if it were funded entirely by our own government. The government does contribute some of the costs, but it isn't much since Ethiopia is a poor country.

.....
*Text: Hans Ariëns and Lonneke van Genugten,
editors, International Cooperation magazine
Photo: Sven Torfinn*

1.4

Conclusions

MDG 1

The latest figures on poverty reduction show that the percentage of people living below the poverty threshold is declining and that the world as a whole is likely to meet MDG 1 by 2015. Economic growth over the past decade has been substantial, including in Africa. In recent years, many of the Netherlands' partner countries have also experienced positive economic growth and declining levels of poverty. Nevertheless, in some of these countries the absolute number of people living in poverty and suffering from hunger has increased, mainly due to rapid population growth and high levels of inequality.

Dutch programmes have helped to generate economic growth and reduce poverty by removing obstacles to business and widening access to resources and services for the poor. However, the increase in food prices and the financial crisis in 2008 are now threatening to derail this process. The number of poor and malnourished people in developing countries has recently risen alarmingly due to the consistently high price of basic necessities, declining international trade and shrinking foreign investment.

It is therefore especially important that the Netherlands continues to back efforts to strengthen economic development worldwide. The theme of 'growth and distribution' therefore is and will continue to be a key priority for development cooperation. The support we provide will not result in immediate improvements. It could be 20 to 30 years before these countries reap the benefits of the investments we are now making in their productive sectors.

What can we learn from the support the Netherlands has provided? The following lessons can be drawn from our successes and failures:

- Legislation and regulations: in some of the countries where the Netherlands has supported government reforms to improve the business and investment climate, little has changed other than the granting of land rights. This is due to weak government capacity and lack of political will.
- Financial services: support for microfinancing agencies has a wide coverage and a direct effect in reaching disadvantaged groups and alleviating poverty. However, there

is still too little attention for small and medium-sized enterprises, which are crucial for economic development in a country. The Netherlands is therefore focusing on increasing the provision of financial services, partly through a special facility for intermediate finance. See also the policy memorandum on financial sector development in developing countries, which was sent to the House of Representatives on 22 September 2008.⁶⁸

- Infrastructure: the development-relevance of investments in infrastructure can be increased. The new Development-Relevant Infrastructure Development (ORIO) facility makes provision for this.
- Development of market chains and private sector capacity: the development of market chains, combined with support for producer and business support organisations, is a golden opportunity for stimulating economic activity and directly helping many poor people to lift themselves out of poverty. The country cases show how successful this combination can be in reducing poverty in disadvantaged rural areas. The policy memorandum on agriculture, rural economic activity and food security therefore places strong emphasis on sustainable chain development and support for farmers' organisations.⁶⁹
- Budget support: the contribution made by budget support to poverty reduction is difficult to gauge, but it can be considerable if it succeeds in persuading the national government to pursue better policies, some of which are pro-poor. Budget support will therefore remain an important component of Dutch development cooperation policy.

⁶⁸ Memorandum on financial sector development in developing countries, Minister for Development Cooperation, Parliamentary Papers, 2008-2009, 31 700 V and 31 250, no. 3 (22 September 2008).

⁶⁹ Memorandum on agriculture, rural enterprise and food security in developing countries, Ministers for Development Cooperation and of Agriculture, Nature and Food Quality, Parliamentary Papers, 2007-2008, 31 250, no. 14 (8 May 2008).



MDG 2

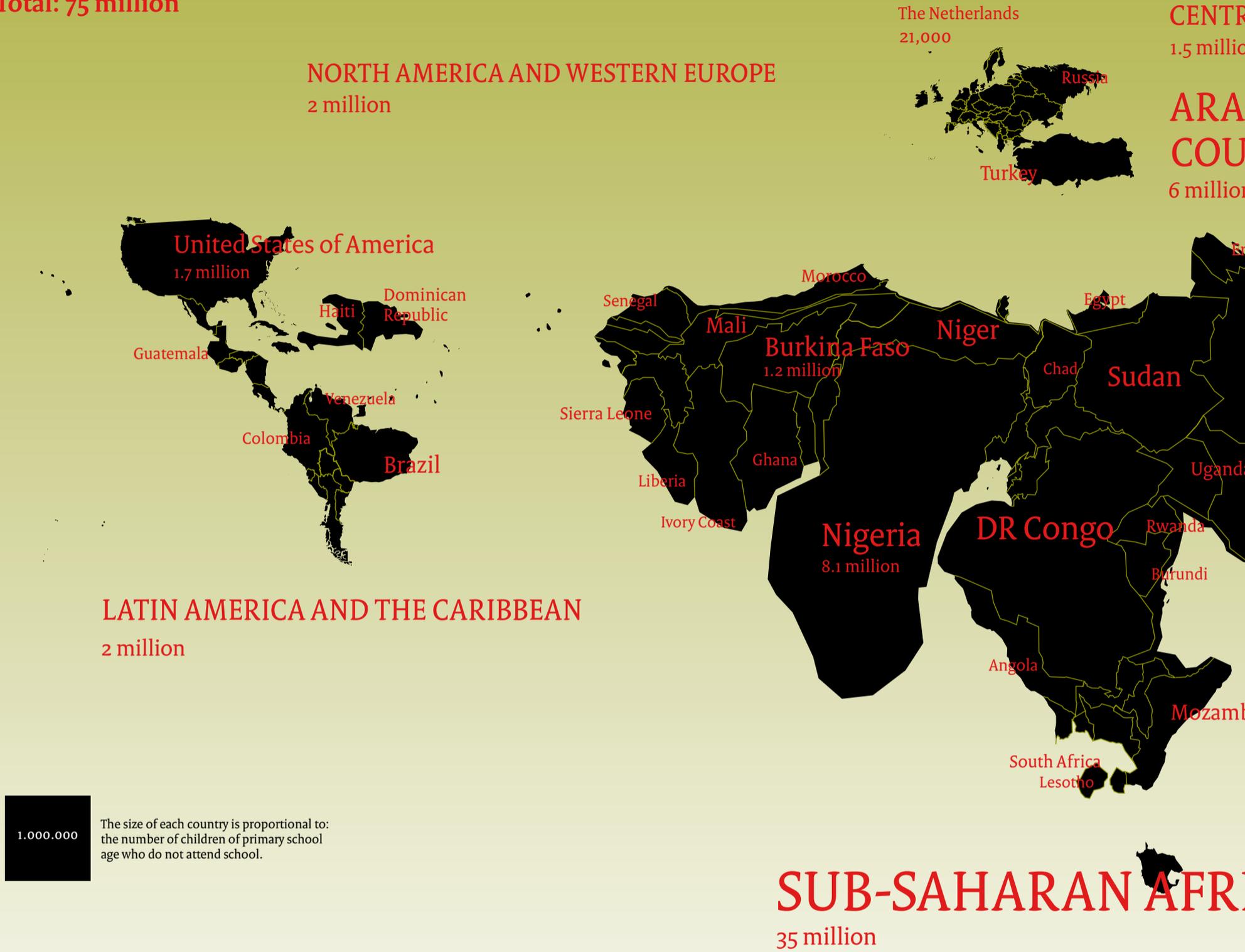
All boys and girls to attend school



2.1 Introduction	46	2.3 Country cases	55
2.1.1 The results chain for education	46	2.3.1 Zambia	56
2.1.2 International agreements: from Education for All to the Paris Declaration	46	2.3.2 Bangladesh	60
2.1.3 Actors involved	48	2.3.3 Southern Sudan	64
2.2 General progress and trends	49	2.4 Conclusions	68
2.2.1 The current situation: major progress, but still a long way to go	49		
2.2.2 Results	50		
2.2.3 Education: a financial priority	53		

Goal 2: Universal primary education

Children of primary school age who do not attend school
 Total: 75 million

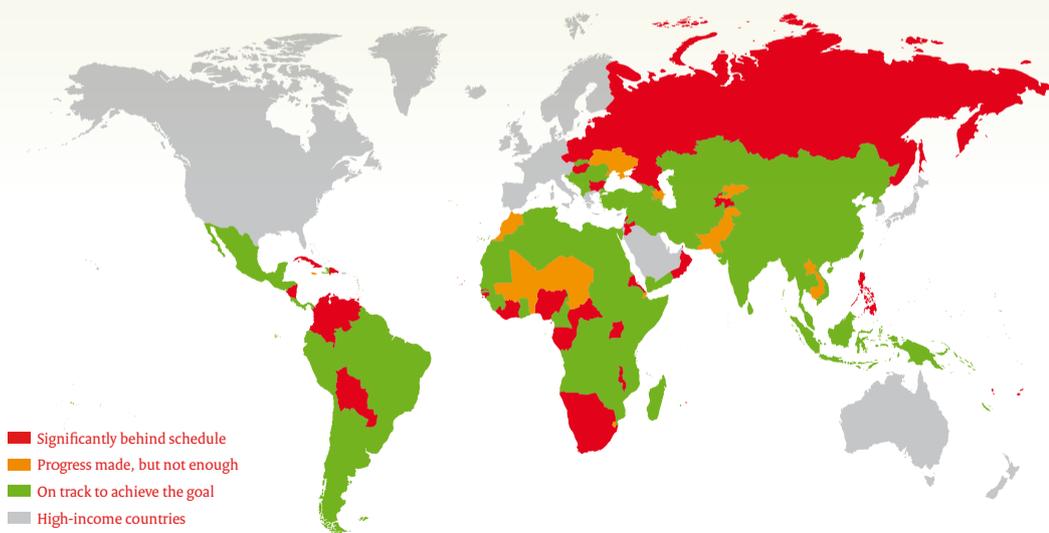


1.000.000

The size of each country is proportional to: the number of children of primary school age who do not attend school.

Will countries achieve this goal?

(Source: United Nations Statistical Division)



2.1

Introduction

Education a human right, but not yet for everyone

Education is a human right, one that advances the fight against poverty and inequality. Good primary education gives children and adults the skills they need to live a healthy life, to work, build up a future, actively participate in society and contribute to the development of their country. The good news is that more and more children are going to school. At the same time there are millions of children worldwide, girls in particular, who are being denied their right to education. That means that one in three of the world's children never sees the inside of a classroom.

2.1.1

The results chain for education

The education results chain underpins this chapter. It demonstrates what different actors contribute and how they work together, and explains the overall education strategy. The Netherlands' ultimate aim is educated men, women and children who are able to enjoy improved employment opportunities (*impact*). Each stage of the chain states the concrete results that need to be achieved if this ultimate aim is to be reached.

Firstly, there needs to be increased participation in high-quality education, for boys and girls alike. It is important that parents, children and teachers are involved and are able to contribute (*outcome*). In addition, the recipient government needs to have sufficient capacity and to develop an integrated, effective education policy focusing on education for all. Good governance, quality checks and monitoring and policy evaluation are another vital ingredient, as they will improve school management and encourage parent participation.

Increased participation in primary education will require more school buildings, more staff and more teaching materials. If girls are to attend school, the schools need to be easily accessible and provide a safe environment. The position of civil society must also be strengthened, in the interests of accountability. There must be transparency on policy and on government and civil society spending (*output*).

The results chain highlights the complementary roles that government and civil society play. The Dutch government is focusing on moving the fight against poverty up the agenda and on building the capacity of government bodies in recipient countries, while civil society is focusing on lobbying and influencing policy and strengthening local civil society (*input*). In recent years there has been a great deal of emphasis on developing more streamlined policy and more effective forms of aid. This has led to increased cooperation between various actors in the education sector.

2.1.2

International agreements: from Education for All to the Paris Declaration

In 2002 the Minister for Development Cooperation promised parliament that the contribution for education would be increased to 15% of official development aid (ODA) by 2007. Dutch education policy for development cooperation, which includes the activities of civil society organisations, is based on international agreements established at international meetings and conferences since 2000:

- Education for All (EFA): the Education for All action plan, which states that all children must have access to primary education by 2015, was adopted in Dakar, Senegal, in 2000;
- MDGs 2 and 3 (2000, New York);
- Financing for Development (2002, Mexico): the implementation of sound development plans must not be interrupted due to a country's lack of funds;
- EFA/Fast Track Initiative (FTI): an international partnership between donor countries and donor organisations set up in 2002 to accelerate the implementation of education plans in developing countries and, where necessary, to provide funding;
- Paris Declaration on Aid Effectiveness (Paris, 2005): an agreement on improving how aid is coordinated and on making expenditure more transparent and more accountable, the objective being to improve the quality and result of aid efforts.



Figure 2.1 The results chain for education



2.1.3

Actors involved

Legislation

A number of parties are involved in developing and implementing Dutch education policy: the Ministry of Foreign Affairs (the headquarters in The Hague and Dutch embassies), other donors, multilateral organisations, and national and international NGOs. The role of each of these actors is explained below.

Dutch embassies provide direct, bilateral support to the governments of 14 education partner countries: Bangladesh, Benin, Bolivia, Burkina Faso, Ethiopia, Indonesia, Mali, Mozambique, Pakistan, South Africa, Suriname, Uganda, Yemen and Zambia. In 2006 the decision was taken to phase out direct involvement with the education sectors in Tanzania and Macedonia. Donations to the education sector are generally made in the form of programme aid, pooled funding, and sectoral or general budget support for governments and, where required, local NGOs. The embassies in these countries have theme experts or other policy officers specially appointed to support the sector. They conduct policy dialogue and advise the government and/or the local ministry of education on matters such as equal access for boys and girls, the standard of education, good financial management and focusing on poverty.

The Netherlands supports education in a number of other countries through other active donors, in silent partnerships. In most cases the ministry in The Hague is responsible for supervising these partnerships, and as such is involved in the start-up phase and attends the annual progress meeting with the local ministry of education and the donors. Over the last two years there have been discussions on possible future silent partnerships in Nicaragua, Rwanda, Malawi, Namibia and Ghana, involving the UK Department for International Development (in Rwanda), Canada and the European Commission. In Mali the Dutch embassy is the active partner, and has set up a silent partnership on education with Sweden and Norway.

The aim of the Education for All/Fast Track Initiative (FTI), an international partnership with the Secretariat of the World Bank, is to acquire more funding so that countries that have good education plans in place can be given help more promptly. Seventeen donors are involved in the project, including the World Bank and several UN organisations (UNESCO and UNICEF). Civil society is represented by the Global Campaign for Education.

Emergency aid organisations for education in crisis situations

A wide range of organisations are involved in providing emergency aid at country level, and there is more and more coordination and policy streamlining. The most important UN bodies active in this area are UNICEF and the World Food Programme. Other key international aid organisations include Save the Children, War Child and Cordaid.

Multilateral organisations are brought in at national and international level to strengthen specific areas in the education sector, according to their individual specialisms. The cooperation with UNICEF centres on early childhood education and improving the education sector in fragile states. The International Labour Organisation (ILO) specialises in working children, while the WFP sets up food / supplementary feeding and deworming programmes for the very poorest children. Two UNESCO organisations (the Institute for Educational Planning (IIEP) and Institute for Statistics (UIS)) provide education ministries with specialist advice.

Civil society organisations

In the Netherlands these are organisations which receive ministry grants and raise their own funds. The ministry also consults with them to ensure that their activities are aligned with policy. Key players in the Netherlands include Oxfam Novib, Save the Children, Woord en Daad, ICCO Alliantie, SNV and Plan Nederland. These organisations work with a great many large and small NGOs in partner countries. The Global Campaign for Education (GCE), which supports national and regional coalitions of trade unions and civil society organisations in garnering support for education, is one strategic international partner. The Dutch GCE branch comprises Oxfam Novib, Edukans, Save the Children, Plan Nederland, ICCO/Kerk in Actie and the teaching unions the National Union of Christian Trade Unions (CNV) and General Union of Education Personnel (AOB). At regional level in Africa there is close cooperation with the Association for the Development of Education in Africa (ADEA) and the Forum for African Women Educationalists (FAWE).

1 The Netherlands observes the principles of basic education and the Education for All (EFA) action plan (Dakar 2000) in its policy on education. This policy covers not only primary education but also other subsectors such as early childhood and vocational education and training, post-primary and non-formal education, including adult education and literacy.



2.2

General progress and trends²

2.2.1

The current situation: major progress, but still a long way to go

Since the beginning of the 21st century, considerable progress has been made in terms of school attendance: by 2006 the number of children not attending school had declined from about 103 million to 75 million.³ It is striking that so much progress was made towards achieving MDG 2 in 2000-2006, particularly in developing countries. However, it is clear that many countries have a long way to go, particularly those in sub-Saharan Africa. A lot more work will be needed to raise the standard of education to the required level.

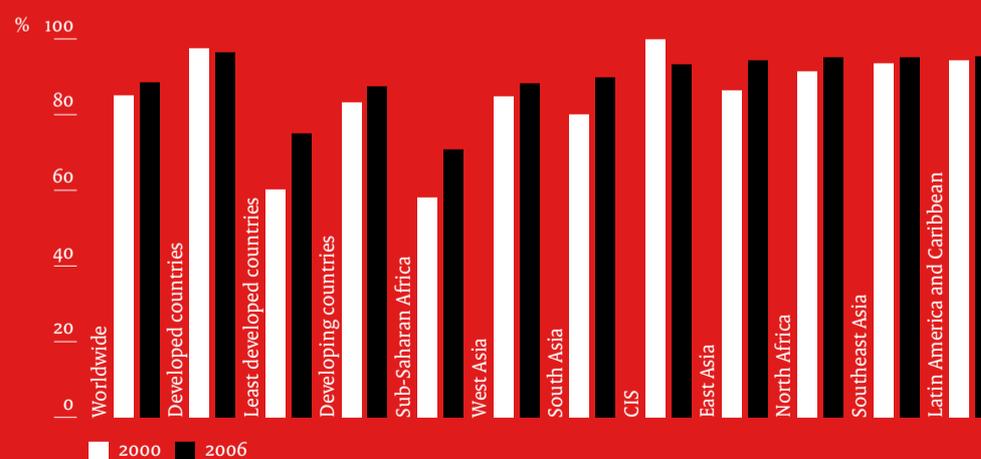
Much of the progress made can be attributed to the international education partnership Education for All/Fast Track Initiative (EFA/FTI). The 36 developing countries supported by the FTI have seen positive changes in recent years. In South

Africa, for example, access to education increased by 36% in the 2000-2006 period. For countries with an FTI hallmark this figure is even higher (52%). In the last few years the percentage of children completing primary education has risen by 13% in non-FTI countries, and by 18% in FTI countries.³ Results vary considerably from country to country, and even within countries. Areas that have already seen the most relative progress, Sub-Saharan Africa and South and West Asia, also have the most ground to make up; the standard of education has remained the same or, in some cases, worsened, as existing educational facilities were not prepared for the sudden influx of pupils. Nonetheless some of the poorest countries in the world, such as Tanzania, Zambia and Ethiopia, have shown that good policy and an extra effort

can produce major progress. Good administrative management, including transparency of flow of funds, makes education more accessible.

For several years now the Netherlands has prioritised improving the quality of education. One way this is being done is by focusing attention on certain issues during policy dialogue on educational reforms. These issues include improving teaching materials and curricula, training teachers, establishing early childhood care and education, teaching HIV/AIDS prevention, non-formal education and improving vocational education and training with a view to ensuring a smoother transition to the labour market.

Figure 2.2
Regional trends in participation in primary education (2000-2006)
(Source: UN Millennium Development Goals Report 2008)



Results

School attendance and the school environment

In 2006 85% of children in developing countries were in primary education, compared to 79% in 1999. In Sub-Saharan Africa the figure rose from 54% in 1999 to 70% in 2006; in South and West Asia in the same period it rose from 75% to 86%. The number of children not attending school fell from 104 million in 1999 to more than 75 million in 2006, 55% of whom were girls. Of these 75 million, half live in Sub-Saharan Africa and a quarter in South and West Asia, mostly in rural and/or deprived areas. If current trends are maintained, the overall figure will have fallen to around 29 million by 2015. This does not include children in fragile states, or those living in areas or countries for which no figures are available. Low-income countries like Ethiopia, Nepal and Tanzania show that even the poorest nations can make progress. They succeeded in getting more children into school than richer countries such as Nigeria and Pakistan. This shows that it is not just a question of money; political will, setting the right priorities and good policy are also important. In Ethiopia, one of the Netherlands' partner countries, the number of children attending primary education doubled between 1999 and 2006. The imbalance between boys and girls was also firmly tackled. Yemen made huge strides, thanks to educational reforms and investment in schools, teaching materials and teachers (see tables 2.1 and 2.2). Girls in particular benefited. The embassy in Yemen has advised the Ministry of Education on specific aspects such as donor coordination, phasing out projects and initiating programme aid. This resulted in extra funding from EFA/FTI. Between 1999 and 2006 Tanzania reduced the number of children who do not attend school from 3 million to less than 150,000.⁴

One important factor in achieving MDG 2 is early childhood care and development (ECCD). If a child can enjoy a good state of health, good nutrition and a safe, stimulating environment in their earliest years it will set them up for the rest of their life. It allows them to perform better at school and in the labour market, and is an important tool in fighting poverty. Between 1999 and 2006 the number of children receiving early childhood education worldwide rose from

112 million to 140 million. However, there is a sharp contrast between different regions and countries. In 2006 36% of children in developing countries received early childhood education, compared to 78% in developed countries. Sub-Saharan Africa and Arabic states, where in many countries fewer than 10% of children receive early childhood education, have the most ground to make up. Thanks to their policy of making early childhood care and development a priority Ethiopia and Tanzania have made good progress, despite being among the poorest countries in the world (Global Monitoring Report (GMR) 2009, UNESCO). The Netherlands actively promotes ECCD at national and international level. It has led the Association for the Development of Education in Africa (ADEA) ECCD working group for a number of years, released Bank Netherlands Partnership Programme (BNPP) funds for World Bank research into the effectiveness of ECCD interventions and, together with UNICEF, supported a programme on integrating ECCD in national education programmes.

In many countries, abolishing school fees and providing meals has led to a major influx in the number of pupils. At the start of the millennium the emphasis was on making education more accessible. However, the availability of classrooms, teaching materials and teachers has not increased at the same rate as the number of pupils, as a result of which standards have fallen. If good standards of education are to be achieved, the pupil-teacher ratio should not exceed 40:1. In recent years, however, little progress has been made in achieving this figure, even in most of our partner countries.

In the coming years, education is going to require investments in quality: good curricula, suitable teaching materials, training and appointing teachers (there is a worldwide shortage of 18 million teachers; GMR 2009), smaller classes, and capacity building at policy and administrative level. Attending and completing primary education is not, in itself, a guarantee that children will be able to read, write and count sufficiently well to be able to progress to the next level and, ultimately, support themselves (GMR 2009, UNESCO).

The more donor harmonisation and coordination there is in the education sector, the less we can attribute any achievements to the contribution of one donor alone, progress often being down to joint efforts. However the Netherlands makes an important contribution to progress on MDG 2 in terms of content and funding in a number of countries in which we are the leading bilateral donor and/or where the Fast Track Initiative is operative. And special interventions, such as the redundancy regulation for retired Zambian teachers (see the Zambia case study), can be directly attributed to the Netherlands. This is also the case in Indonesia, where Dutch aid has enabled the reconstruction of 10 primary schools destroyed by an earthquake in Bantul and Klaten. In Bolivia the Dutch embassy is helping the Indigenous Education Councils (CEPOS) to improve the standard of education and promote the emancipation of indigenous people. The CEPOS are developing new teaching materials and curricula for multilingual teaching, which has resulted in an increase in multilingual teaching and given children pride in their own language and culture. In Yemen the Netherlands is working with bilateral and FTI funds to get more girls in school: in recent years 14,000 teachers, mostly women, have received training, 86 new schools have been built and housing has been provided for female teachers living in remote areas.

Education in fragile states

Of the minimum of 75 million children who do not go to school, at least 23 million live in conflict areas or fragile states. If they do not receive extra support for education, MDGs 2 and 3 will not be achieved. Besides offering a future and work prospects, education can also help to diminish fragility and yield a peace dividend.

The Netherlands and UNICEF have set up the Education in Emergencies programme for the reconstruction of schools and education systems in countries in emergency, conflict and post-conflict situations. We have invested 166 million euros for the 2007-2011 period. In 2007-2008 the programme helped some 30 countries to establish schools and educational facilities, improve standards and, in some cases, launch national education plans. In the DR Congo, for example, teaching and learning packages for 750,000 children have been distributed in three provinces as part of the Back to School campaign, and 960,000 books given to schools. The fact that parents did not have to pay fees or buy books was an incentive for them to send their children to school.

Civil society organisations have also been working to improve education in fragile states. In 2007 almost 11,000 children in Afghanistan, half of whom were girls, were allocated places in village schools through a Save the Children Nederland project. As part of the same project school standards were improved for 31,000 children in mainstream schools in northern and central Afghanistan. Some 30,000 parents and 1,000 teachers got involved with the programme, which provided training for teachers and government officials so as to improve the organisation of the education system, and encouraged direct parental involvement in children's schooling. Save the Children works with local organisations, and for this project joined forces with the Dutch organisations Healthnet TPO and Cordaid. The programme, which ran from 2005-2007 and cost 1.9 million euros, significantly improved primary education in the regions in question. Children who were sitting at home are now in school, and sub-standard schooling has been improved. There is also now more popular support for good schooling.

Source: Save the Children



Gender: more girls in school

In recent years more girls have been going to school. By 2006, 59 of the 176 countries for which figures are available had achieved gender equality in primary and secondary education, an increase of 20 countries compared with 1999. South and West Asia have made huge strides, with the Gender Parity Index (GPI) rising from 0.84 in 1999 to 0.95 in 2006. Pakistan is lagging behind, with 100 boys attending primary school for each 80 girls. In Sub-Saharan Africa the GPI rose from 0.85 in 1999 to 0.89 in 2006. In countries like Ghana, Kenya and Tanzania equal proportions of boys and girls are receiving schooling. In many countries, once girls have access to schooling, they perform better than boys: they are less likely to have to repeat a year and are more likely to successfully complete their primary education.⁵ Almost half of all countries still lack gender equality in education. This is particularly predominant in Arabic countries, including Yemen, South and West Asia, including Pakistan, and the Sahel countries, such as Chad, Niger, Burkina Faso and Benin. Girls' disadvantageous position in education is usually due to social, economic and cultural factors and income inequality.

A number of countries have introduced special measures to improve girls' participation in education, for example constructing schools for girls in Yemen, and training and deploying more female teachers. The standard and quality of curricula and teaching materials, sanitation, a safe school environment and transport are also important factors in getting girls to attend school.

Most of the Netherlands' partner countries have seen an increase in girls' participation in education in recent years. Despite this positive trend some countries still lack gender equality, while in others many girls still fail to complete secondary education. Education experts at the embassies say that violence against girls (including sexual violence) is increasing. With the embassy's support, the Forum for African Women Educationalists of Zambia (FAWEZA) is focusing on programmes that tackle sexual violence against girls (see the country case for Zambia). In Mozambique this issue has been raised during talks with the Ministry of Education.

Illiteracy

An estimated 776 million people worldwide aged 16 and over are illiterate. This is about 16% of the global adult population. Most countries have made little progress in recent years, with figures varying enormously between, and within, continents. The majority of illiterate people live in South and West Asia and Sub-Saharan Africa. Of the 776 million, 64% are women. This percentage does not apply to every country. Among the poorest people in Bangladesh, there are more literate women than literate men (36% compared to 30%; figures from the literacy assessment survey, UNESCO, 2008). The main causes of illiteracy in developing countries are the poorly functioning education system, the fact that adult education is not given priority, and the sharp growth in population. Inequality in the socioeconomic structure - which means major social groups are excluded - is another factor that is not helping to reduce illiteracy.⁶

New method of teaching in Uganda

The introduction of a new, 'active' teaching method in Uganda - known as cooperative learning - is helping to improve the quality of education. In the Teso region of the country, teachers often have to deal with more children per class than the standard 55. In response to this, over the last few years, the education desks of religious organisations have come together to develop this new method, in which small groups of pupils work together to make learning easier. All the pupils who have tried this method out say that teachers encourage them to ask questions, and three-quarters have noticed that a different way of teaching is being used. They are positive about this, and feel more involved as a result. More than 80% of heads of school believe this in-service training is effective.

Source: Edukans 2009

Table 2.1 Trends in participation in primary education for a selection of the Dutch partner countries (in number of children)
(UNESCO Institute for Statistics)

	1999	2004	2006	2007
Bolivia	1,445,000	1,542,000	1,508,000	-
Bangladesh	1,762,000	17,953,000	-	-
Burkina Faso	816,000	1,140,000	1,391,000	1,561,000
Ethiopia	5,168,000	8,270,000	10,972,000	12,175,000
Yemen	2,303,000	3,108,000	-	-
Zambia	1,556,000	2,251,000	2,679,000	2,790,000

Reaching vulnerable groups

In a number of partner countries governments and local civil society organisations have developed education plans. The objective is to create an education system (offering formal and non-formal education) that can offer sufficient opportunities to all children and young people, including the most physically inaccessible groups and/or those who fall outside of the usual target groups. In some countries, innovative and creative ways have been found to reach this last 20% of children. For example, in Ethiopia mobile education is allowing 800 nomad children (one third of whom are girls, according to 2008 figures) in very remote areas to be reached. There is also an adapted, abridged curriculum for young people who have never been to school (there are 1,200 participants a year, one third of whom are girls). In Mali, with the help of 13 NGOs in four regions, 4,500 girls and adults are enrolled in literacy programmes. In Kenya, each year more than 400 young people from the slums of Nairobi and other Kenyan cities (more than 40% of whom are girls) are given long-term work placement with a small business, where they can learn a skill. These experiments are being thoroughly documented by the implementing civil society organisations and in reports compiled by the cofinancing organisations.⁷

Good governance

The progress made in recent years in achieving MDG 2 is largely down to countries which have prioritised a combination of educational reforms, investments in education (by donors or their own governments) and the participation of civil society (see country cases). A well-organised, well-managed education sector that is transparent about its spending, attracts the loyalty of teachers, and encourages parents and communities to get involved means a better standard of education for everyone, regardless of income, ethnic or other origin, or religion. In terms of good governance, if MDG 2 is to be achieved it is vital that countries' education plans are aligned with strategies for fighting poverty, that countries and donors allow a sufficient budget, that planning capacity and financial management in the sector are reformed and strengthened, that educational tasks are decentralised, and that corruption and bureaucracy are tackled.

These considerations feature in policy dialogue with bilateral, multilateral and NGO partners. After all, corruption and mismanagement interfere with achieving the MDGs. Most partner countries have therefore taken measures to improve effectiveness and efficiency in the education sec-

tor. They are working to improve financial management, and are looking into public expenditure. The civil society and media in developing countries are more and more frequently acting as watchdog. In some countries, putting corruption on the agenda has resulted in the adoption of concrete measures. In Bangladesh a financial management reform programme is now up and running, supported by the Netherlands and the United Kingdom, and Zambia is currently recruiting 7,000 accountants so as to gain more insight into the procurement of teaching materials, putting out tenders for school buildings, and exam fraud. A similar programme is being set up in Burkina Faso.

Table 2.2 Trends in boy-girl ratio in participation in primary education: figures for a selection of Dutch partner countries

(bron: UNESCO institute for Statistics 2009)

	1999	2004	2006	2007	2008
Bolivia	1.00	1.01	1.01	1.01	1.01
Bangladesh	1.00	1.04	1.04	1.02	1.04
Burkina Faso	0.69	0.78	0.82	0.79	0.82
Ethiopia	0.69	0.85	0.91	0.92	0.92
Yemen	0.59	0.73	0.76	0.73	0.76
Zambia	0.96	1.01	1.04	1.01	1.03

Figure 2.3 Dutch financial commitment to MDG 2, by channel

(in millions of euros) (Source: Ministry of Foreign Affairs, FEZ)





2.2.3

Education: a financial priority

In 2008 the Netherlands spent nearly 13% of its ODA budget on education (including higher education), making it one of the world's leading financers of education. Bilateral cooperation with 14 other partner countries in education remains the most important channel for Dutch funding in the education sector. While the total funding for education plans channelled through the FTI's Catalytic Fund grew from 53 million euros in 2006 to 214 million euros in 2008, this was less than projected. The reasons for this were time-consuming approval processes at country level and, in particular, the procedures followed by the World Bank, which manages the fund. The Netherlands had to reduce the donations planned for 2007 and 2008 as other donors were at that time also making substantial donations to the Catalytic Fund. This explains the fall in the trend shown in Figure 2.3.

The Netherlands's main multilateral partnerships are with UNICEF, the World Bank, and various UNESCO bodies. The partnership with government, civil society, national and international NGOs and teaching unions has intensified in recent years.

Most developing countries (i.e., the 105 for which statistics are available) have increased their education budget since 2000. In some countries - such as Ethiopia, Kenya, Senegal and Mozambique - an increase in budget has led to progress on MDG 2. However, whether or not progress is made also depends partly on the efficiency of the education sector. Of the regions most lagging behind in terms of education, Sub-Saharan Africa spent a larger percent (18%) of the national budget on education than South and West Asia (15%). There are large regional differences in progress in education. In Sub-Saharan Africa, for example, Madagascar spent 25% of its national budget on education in 2006, while Chad spent just 10% (GMR 2009, UNESCO).

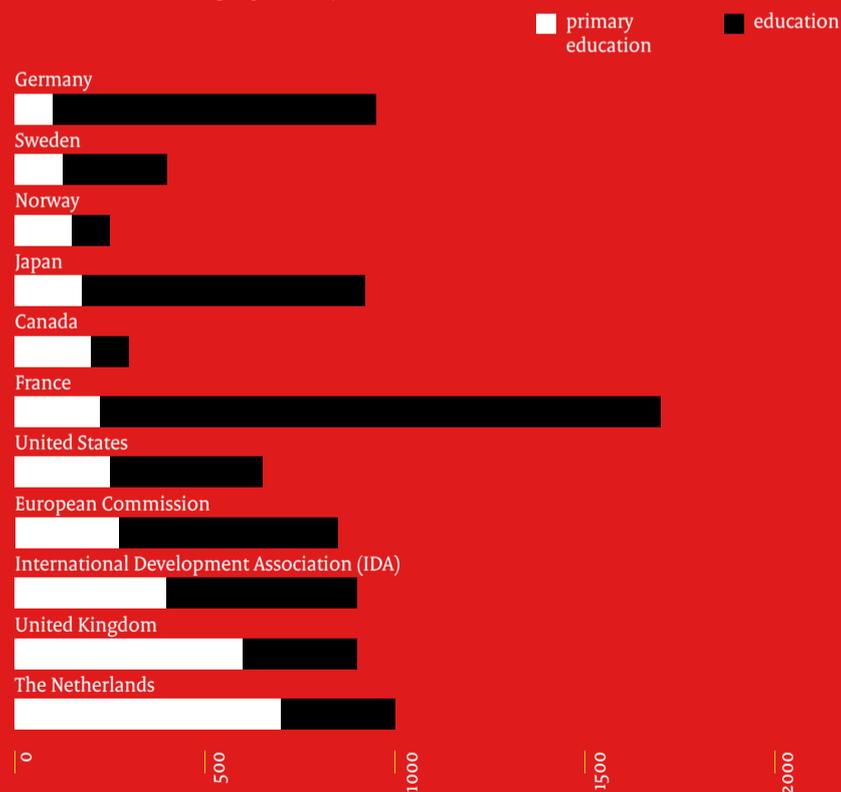
International donations to education slowly rose as of 2000, peaking strongly in 2004 when several major donors pledged large amounts to the education sectors in many countries. When that peak was not matched in 2005 it looked as if that year's contribution represented a downturn, but the longer-term trend showed that that was not the case. The EFA Global Monitoring Report is, however, now talking of stagnation. In 2006 5.1 billion dollars was spent on aid for primary education, a little less than in 2004

and about a third of the amount required to achieve the EFA's prime objectives. Proportionally more aid goes to low-income countries, but middle-income countries still receive a quarter of the money. The 35 fragile states that are in the direst need of education aid received 900 million dollars for primary education in 2006. The Netherlands' contribution to education in emergency situations and fragile states has increased sharply in recent years thanks to the investment of 166 million euros in the UNICEF programme (2007-2011) (Netherlands' Funding 2007 / 2008 Estimated Project Expenditures & Annual Report 2007).

The slight increase in international donations to education between 2005 and 2006 was largely down to donors such as the Netherlands, the United Kingdom and the World Bank.⁸ In accordance with MDG agreements, between 2006 and 2006 the Netherlands and the United Kingdom increased the amount of aid per country but reduced the number of countries. This contrasts with many other countries, which spread their aid more thinly. Between 2002 and 2006 the Netherlands was the largest donor to basic education (1.1 billion dollars), providing nearly a quarter of total financial support (GMR, 2009, UNESCO pp. 214-215.) In recent years

Figure 2.4 Official aid for primary education in low-income countries, as share of total aid to education (in millions of US dollars, 2006)

(Source: EFA Global Monitoring Report 2009)



private funds such as the Hewlett, Gates and Dubai Cares Foundations have become major players in education. The FTI's Catalytic Fund is now an important source of funding for various low-income countries - 17 donors have pledged 1.3 billion dollars for the period 2004-2011. The Fund was considered an example of donor harmonisation and co-ordination in the context of the Paris Declaration on Aid Effectiveness. More progress has been made on donor co-operation in the education sector than in other sectors (GMR 2009, UNESCO).

Non-financial input

Dutch financial aid goes hand in hand with active policy dialogue with bilateral, international and multilateral partners and with civil society. This is facilitated, in part, by the education experts at embassies and at the ministry in The Hague. In the context of bilateral cooperation the Netherlands consults with other donors, ministries, civil society organisations and other players on policy, education standards, institutional capacity building and creating equal opportunities for girls and vulnerable groups. At national and local level getting the issue of harmonisation on the agenda (i.e. making policy more coherent) has led to improved donor coordination and allocation of work. In eight countries (Bolivia, Zambia, Bangladesh, Indonesia, Burkina Faso, Mozambique, Ethiopia and Yemen) the Netherlands has been designated lead donor by the ministry of education in the country in question.

Civil society organisations also contribute to achieving MDG 2, by lobbying. Examples of demonstrably successful activities are important instruments in lobbying governments. One of the aims is to get non-formal education recognised and included in education policy, which requires teamwork with governments. One example of this is Malian civil society's efforts to eliminate illiteracy. ICCO/Kerk in Actie is working on eliminating illiteracy together with 13 NGOs in Mali, including the local Association des Femmes Educatrices au Mali (AFEM) (also sponsored by Oxfam Novib). The Malian government is currently shaping policy on eliminating illiteracy. There are 41 education committees within the ICCO multi-actor programme, consisting of municipal staff and councillors who have received appropriate training. The project has resulted in an increase in literacy, particularly among women, and improvements in local government, where local administrators are themselves now lobbying to get some of the costs of eliminating illiteracy covered by the council's budget. So far, local authorities have pledged to pay half of the salary of literacy coaches. There is more information on the dialogue between governments and cofinancing organisations (CAMPE and ZANEC) in the country cases for Zambia and Bangladesh.

As co-founder of and largest donor to the Fast Track Initiative (FTI), the Netherlands has in recent years been active in the Steering Committee, and improvements were introduced to the FTI's regulations and administrative structure on Dutch initiative. The Netherlands and UNICEF have devised a programme for reconstructing education in crisis and post-crisis situations which is closely related to Education for All/FTI. Other donors, such as the United Kingdom, are also involved, and a start has also been made on a similar programme on early childhood care and development. The Netherlands is working with a number of organisations (the Association for the Development of Education in Africa (ADEA), the Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ) and the Forum for African Women Educationalists (FAWE)) to improve standards of education in Africa and improve girl's prospects. As part of the international donor cooperation programme on HIV/AIDS (the Inter-Agency Task Team

on Education (IATT)), Dutch embassies and the Ministry of Foreign Affairs in The Hague have developed a tool kit for policymakers and donors on integrating HIV/AIDS prevention in education.

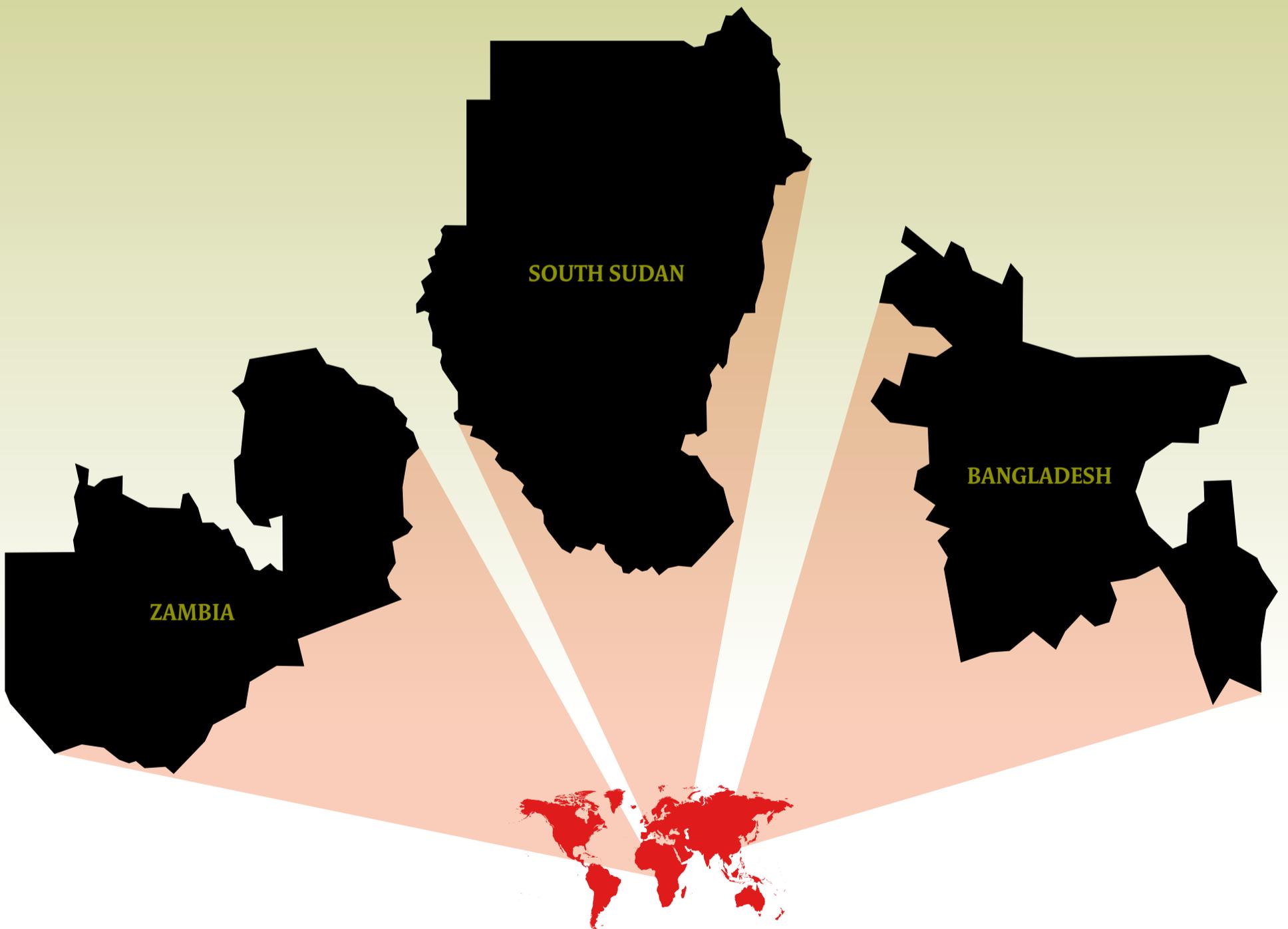
In recent years the ministry has been involved in closer discussions with Dutch civil society, for example through the Knowledge Forum for Education (in which there are four working groups; on the quality of education, education and HIV/AIDS, education and work, and education and conflict/post conflict), the Schokland agreements on education in fragile states and on vocational education and training, and the Dutch branch of the Global Campaign for Education. Exchanging information and expertise in a range of areas makes it easier for governments and civil society organisations to collaborate. This allows them to join forces in international lobbying, approaching other governments (bilateral lobbying) and lobbying through civil society in the Netherlands and the South. Knowledge institutions are also getting involved, as their research provides information useful in lobbying. There are regular meetings between embassies and civil society organisations. In Bolivia, for example, the embassy organises a *mesa de trabajo* ('work table') on education, involving UNICEF, Dutch cofinancing organisations and several other partners. In Zambia intensive negotiations are held once a year between the embassy, cofinancing organisations and the SNV. As a result complementarity agreements have been drawn up to determine the added value of different organisations.

- 2 The most recent statistics available when this report was compiled (December 2008) were for 2006.
- 3 UNESCO, EFA Global Monitoring Report 2009 - Overcoming inequality: why governance matters
- 4 UNESCO, EFA Global Monitoring Report 2009 - Overcoming inequality: why governance matters
- 5 UNESCO, EFA Global Monitoring Report 2009 - Overcoming inequality: why governance matters
- 6 UNESCO, EFA Global Monitoring Report 2009 - Overcoming inequality: why governance matters
- 7 ICCO Alliantie/Edukans, 2009
- 8 The high total donations made by France and Germany shown in the table can be explained by scholarship programmes and support for higher education.



2.3

Country cases



2.3.1

Zambia

More girls from poor homes now attending school



Zambia is a good example of a country that has made significant progress with MDG 2. The number of children attending school has reached unprecedented levels. An evaluation by the Policy and Operations Evaluation Department (IOB) in 2008 showed that children from the poorest families, in particular, now have better access to education. It also revealed that parental involvement is an important factor in improving the quality of education. In recent years, the Ministry of Education has streamlined its policy and implementation in order to boost effectiveness and efficiency within the sector. To this end, the agenda on harmonisation (ensuring policy coherence) and alignment (coordination) has been highly significant. There has been a major focus on the quality of education, the participation of girls in education and the involvement of civil society. Separate individual projects have been replaced by a sectoral programme for education, and donor coordination has been improved. Coherence in the national education policy provides the basis for reform and improvement in the quality of teaching and learning. This case study describes how the government, the Dutch embassy, other donors and various civil society organisations have contributed to the success of Zambia's education sector - often in innovative ways.

More schools, no fees

By 2015, Zambia plans to have all children attending high quality education for at least nine years. The government has actually set the bar higher than the MDG 2 indicator of five years. At the beginning of the 2007 school year, 2.8 million children were enrolled in schools - most of them of compulsory school age.⁹ The surge in the number of pupils is mainly due to the abolition of school fees and the increase in the number of community schools from 55 in 1996 to over 2,700 in 2006.¹⁰

Between 2000 and 2007, the number of pupils in primary education increased by 1.2 million, particularly in Zambia's poorer regions. The number of girls in primary education has soared - from 790,000 in 2002 to 1.4 million in 2007 - bringing the goal of gender equality in primary education within reach. Gender equality already exists in the first four classes of primary school. The problem of girls dropping out is mainly limited to the higher years of primary education (90 girls to 100 boys) and in secondary education (83 girls to 100 boys). Good results have also been achieved in terms of the number of pupils completing school, with rates increasing from 64% in 2000 to 90% in 2006. More

and more pupils are passing the entrance test to the higher years of primary school.

Between 2000 and 2007 the number of primary teachers went up by more than 50% to 20,000. This was due to a combination of factors: debt cancellation, economic growth, a major Dutch contribution for replacing retired teachers, and productive collaboration between the ministry and the donor community. In the 1990s, Zambia struggled with a major budget deficit and an unmanageable debt burden. To qualify for debt relief, the country economised for many years on the salaries of civil servants, including primary teachers. The Ministry of Education had insufficient funds to comply with the redundancy regulations for retired teachers. Former members of staff who were no longer teaching were still on the payroll, so no new teachers could be appointed. To break this deadlock, the Netherlands financed implementation of the redundancy regulations for 7,700 primary teachers in 2004 at a cost of €9.2 million. The Zambian Ministry of Education was supported through the process by the local branch of financial and tax consultants Deloitte and Touche for quality control of data and calculation of outstanding obligations. Through the economic growth of recent years, Zambia's education budget has risen considerably. Thousands of new teachers qualify every year: 7,000 in 2006, 10,300 in 2007 and 6,300 in 2008.¹¹

The number of primary schools increased from 5,300 in 2002 to over 8,000 in 2007. At the same time, about 14,000 new classrooms were built and the ministry distributed millions of books. Yet despite all this investment and progress, educational facilities and materials still leave much to be desired. Investment in buildings and teaching materials was primarily financed by the joint pool of donors established for the sector, to which the Netherlands made a substantial contribution in 2007 and 2008. Dutch cofinancing organisations contributed to community schools, in particular. In 2007 Zambia spent 17% of its budget on the education sector. Multilateral organisations are making a limited contribution to the education programme, mainly in the form of projects. As part of a trial project, the World Food Programme is supplying drugs for deworming programmes for schoolchildren. UNICEF is active in preschool and adult education. UNESCO agencies, including the International Institute for Educational Planning (IIEP) are helping to strengthen the capacity of the Ministry of Education.

Greater openness

According to the IOB evaluation, the participation of parents is a crucial factor in improving schooling for children. The major role played by community schools (17% of Zambian schools fall into this category) shows how highly Zambians value education. Typically, a school is set up spontaneously by the members of the community, who decide on how it is to be run. Financing often comes from the parents of the pupils. This is documented in an evaluation conducted in 2007 by the Zambian NGO Great Commission for People Development and Orphans (GCPDO). Capacity building of the communities and ongoing intensive communication between community committees and NGOs has proved to be a condition for maintaining the involvement of the communities (source: Woord en Daad). At the request of Zambian NGOs and cofinancing organisations, the Ministry of Education has incorporated financial support to community schools in its current education plan and budget.

Civil society is getting increasingly involved in the debate on education, which keeps the government on track. NGOs in the education sector have banded together in the interest organisation Zambia National Education Council (ZANEC). In 2008, ZANEC issued a critical challenge to the government about misappropriation of funds, the quality of education and support for schools in poorer areas. The interests of schoolgirls are promoted by FAWEZA, which has made a contribution to the gender strategy of the new national education programme. The media is used to publicly expose corruption and malpractice at schools, particularly in cases where girls are sexually abused.

Every year, the Ministry organises a national public meeting to discuss progress in education with organisations such as ZANEC, FAWEZA, the education trade unions, religious organisations and the private sector. NGOs that are well informed about what is going on in schools and the districts take part in national consultations on strategy and supervision. At all levels, from national to local, cooperation has intensified between the Ministry of Education and civil society. NGOs are increasingly organising themselves in interest groups, working locally with Parent-Teacher Associations and at district level with Education Boards. At district level, SNV contributes to the capacity-building of these umbrella organisations and of NGOs. The community's involvement varies. The IOB evaluation shows that there is much to be gained by involving community and parents in the day-to-day running of the school. Participation in the running of



Population	10,307,000
Area	752,618 km ² (18.1 x the Netherlands)
Capital	Lusaka
Religion	Christianity 72% Islam 5%
Ethnicity	Bemba 34% Nyanja 18% Tonga 16% Barotse 8% Mambwe 5% Tumbuka 5%

Birth rate	41 births /1,000 inhabitants
Mortality rate	20 deaths /1,000 inhabitants
Infant mortality rate	87 deaths /1,000 births
Life expectancy	35 years
Illiteracy	21% (> 15 years old)
Food supply per capita	8263 kJ per day (2003)
Health care	1 doctor /14,286 inhabitants (2002)
Vaccination rate	80% (2003)
Employment in agriculture	74.8%
Employment in industry	8.5%
Employment in services	16.8%

Purchasing power (GDP) per capita	€877
Growth in GDP 1990-2003 per capita	0.9% per year
Exports	Copper, cobalt, electricity, tobacco, flowers, cotton, zinc, vehicles, food, fuel, clothing, artificial fertilisers
Imports	lead, Machinery, fertilisers
CO ₂ emissions	0.2 tonnes per inhabitant (2003)
Energy consumption	914 kg carbon equivalent per inhabitant (2002)
Energy balance	5% deficit (2002)

the school and supervising the way in which its funding (which usually comes from donors) is spent helps to combat corruption and fraudulent practices. The community control also has a positive influence over the behaviour and absenteeism of teachers.

Conclusion

Zambia's progress on MDG 2 is primarily due to the government's high prioritisation of education, and to the proliferation of community schools. Funding implementation of the redundancy regulations for former primary teachers in 2004 is an innovative strategy through which the Netherlands enabled the Zambian Ministry of Education to free up more funding for improving the quality of education. In Zambia, the Netherlands is one of the drivers of the sector-wide approach (in which the aid is targeted at the education sector), the common donor fund and harmonisation (better tailoring of policy), which have greatly boosted the effectiveness of aid. With the upsurge in school attendance, the quality of education is now the most important area requiring attention, especially in the poorest areas. Thanks to Dutch leadership, the dialogue between donors has resulted in the present Zambian education plan (for 2008-2010) being completely focused on quality improvement, gender equality and progression to secondary education. The acceptance of the education plans in 2008 by the Fast Track Initiative paved the way for extra investment in quality improvement. Additional investment in the quality of education and joint safeguarding of accountability structures in partnership with civil society organisations will raise educational standards in Zambia and give children better prospects on the job market later on.

9 Dutch embassy, Lusaka: Sectoral Track Record (STR) Zambia, 2009
10 IOB: Impact evaluation of primary education in Zambia, 2008
11 Dutch embassy, Lusaka, Sectoral Track record Zambia, 2009

Safe Clubs for girls at school

Girls between the ages of 10 and 13 age are at risk of dropping out of school. They may be kept at home to help with the housekeeping, become pregnant (sometimes as a result of sexual violence at or around the school or through forced marriages) or contract HIV/ AIDS. The Zambian wing of the Forum for African Women Educationalists of Zambia (FAWEZA), a federation of African female teachers, uses unusual and unorthodox methods in its campaign against dropout among girls. With support from the Netherlands and other countries, the federation tries to keep vulnerable girls at school and to get premature school-leavers back into the classroom. It is the driving force behind the establishment of Safe Clubs at 36 higher education institutes, 130 secondary schools, 430 primary schools and 10 community schools. These clubs provide a safe haven for girls and teach them to stand up their rights. They can get help with their problems - anonymously, if they wish. There is also a complaints box and girls can share their experience and knowledge with their peers concerning abuse and pregnancy, and on HIV/AIDS and its prevention. A number of regions with Safe Clubs have already reported a decline in dropout and the number of teenage pregnancies (source: FAWEZA, 2008).

Teaching in the deprived rural areas of the Eastern Province

Many of the new teachers appointed in Zambia in 2007 were posted to rural schools in the Eastern Province, one of the provinces lagging seriously behind on MDG 2. A total of 196 new classrooms have been built. The biggest problem was that only 70% of the children were registered for classes 1 to 7, there were too few classrooms and only one teacher for over a hundred pupils. In addition, teacher accommodation was scarce. Besides posting new teachers to the Eastern province the Ministry of Education introduced supplementary measures in 2007 and 2008 to improve the situation.

After being appointed, new teachers must first serve in a rural area and after that may apply for a transfer. Decentralisation of the classroom building tender system now allows district authorities to do their own tendering. Over the past 15 years, due to inefficient tendering regulations in Zambia as a whole, only 300 classrooms were built per year, creating a nationwide shortage of 25,000 classrooms. The ministry's special focus on building schools and decentralising building tenders led to the construction of 1,500 classrooms in 2008. Thanks to these measures, the shortage of classrooms is well on the way to being solved in the near future.

Fortunately, Zambia has one of Africa's best Education Management Information Systems (EMIS). This means that, per district, fairly detailed information is available about the number of children of compulsory school age, classrooms, orphans and teenage mothers who have returned to school. Provincial and district authorities now use this data to underpin their planning and to match their education programmes to the situation at hand. In the Eastern Province, this has resulted in extra teachers and classrooms for the remotest villages, which had been lagging seriously behind in their efforts to reach MDG 2.

Source: Zambia Mission Report, DCO, Ministry of Foreign Affairs, 2009.





Zambia

Vincent Snijders

Who?

Vincent Snijders (42) is a senior education policy officer at the Dutch embassy in Zambia and is responsible for Dutch investments in the education sector. He lives in the capital, Lusaka.

What is your position?

Since 2005 I have been responsible for the education portfolio at the embassy.

What does your work entail?

As the major funding source and donor to the education sector, together with Ireland, the Dutch embassy consults with the Zambian Ministry of Education and civil society organisations on behalf of all the donors. We advise in the area of policy, finance, public tendering and monitoring, and support the Zambian government in its applications for extra funding.

How important is your work?

The Zambian government is taking over an increasing large share of the country's education budget, so we are gradually becoming superfluous. Our contribution is mainly used for investment in infrastructure (classrooms and staff accommodation) and teaching materials, which are still in short supply in Zambia.

Could you give any examples of successful or unsuccessful projects?

The Ministry of Foreign Affairs ran a study on the development of the education sector in Zambia from 2000 onward. It revealed that the number of pupils in primary education grew from 1.6 million in 2000 to 22.9 million in 2008, without a drop in the quality of education. That is a rate of 93%, and it puts Zambia on target as regards MDG 2. However, the quality of education here is still fairly low. Only one third of all pupils in grade 5 meet the minimum requirements for English and arithmetic. That means two thirds are still below standard. So improving quality is the main priority for the near future, and that requires major investment in classrooms, teachers, teaching materials, inspection and training.

How is your work related to achieving MDG 2?

Zambia is almost certain to achieve MDG 2, but because of the tremendous increase in school attendance, the country has not yet been able to improve the quality of education as much as it would like. Because of the shortage of teachers and classrooms, most schools work in shifts: one class will have lessons in the morning and another in the afternoon, for an average of two to three hours per day. Zambia wants to invest in teachers, classrooms, more teaching materials and better inspection. The quality will certainly improve over the next few years, but it is a slow process. We also expect a sharp increase in the social pressure for access to secondary and higher education.

What do you think about education in Zambia being partly dependent on foreign aid?

Zambia is increasingly able to finance its education system itself (88%). Teachers are paid every month on time and schools receive a quarterly financial contribution. However, donor funding remains essential for further development and quality improvement. The system has a chronic shortage of money. By way of comparison, a primary school pupil in Zambia costs €60 a year, while in the Netherlands that is €5,200, nearly 90 times as much.

What would you do if you were the Dutch Minister for Development Cooperation?

Ensure that the Netherlands continues to be a reliable partner that tailors its support to the policy priorities of the Zambian government. A director at the Ministry of Education told me that, every year, one or two of the ten donors get a new government with new policy priorities that the Zambian government is expected to incorporate into its policy. That is of course an impossible task. The core principles for a reliable donor should be modesty (after all, the Netherlands provides only 12% of the country's aid funds) and consistency.

Text: Vincent Snijders
Photo: Vincent Snijders

2.3.2

Bangladesh



Within the span of a few years, progress in primary education in Bangladesh has rocketed, thanks to concerted efforts, sound policy, extra efforts and a critical dialogue between the government, donors and NGOs. In 2008, almost 18 million children attended school - 91% of the total. In this primarily Muslim country, just as many girls attend primary education as boys. More and more children from poorer backgrounds are being reached.¹²

Bangladesh is an example of a country where public (governmental) and non-public (non-governmental) actors provide complementary education facilities. Cooperation is good, and there is a critical dialogue between the authorities and civil society organisations on the one hand, and with bilateral and 'civilateral' channels (between various civil society organisations) on the other. Although the government's administrative and organisational achievements to date have been weak, they have been compensated for by the presence of a vigorous and broadly operating local NGO sector. The work of the NGOs is a valuable addition to the effort and investment of the Bangladeshi government and is helping to achieve Education for All and MDG 2. The largest NGOs are BRAC, the Campaign for Popular Education (CAMPE), Friends in Village Development (FIVDB) and Underprivileged Children's Education programmes (UC).

The Netherlands supports public education and activities which particularly aim to reach the poorest of the poor. It has also played an encouraging and supporting role in promoting dialogue about policy and consultation between the government and NGOs.

MFOs and their partner organisations direct their aid - mainly in partnership with local authorities - towards obtaining involvement in education, lobby initiatives and participation in consortia and platforms, such as in the Bangladesh Consultation on Development Cooperation and Human Rights (BOOM). In order to achieve forms of aid for primary education that are better coordinated, streamlined, harmonised and more effective, regular consultations are held between the Dutch and Bangladeshi authorities, MFOs, local partner organisations and other donors.

School environment

Since the introduction of the Compulsory Primary Education Act in the early 1990s, the number of primary schools and primary teachers in Bangladesh has increased tremendously. This gave millions of children the opportunity to go

to school, and almost 18 million did so in the 2007/2008 school year. The percentage of school-age children receiving education rose from 87.2% in 2005 to 91.1% in 2008, thanks to the considerable investment by the government, non-governmental organisations and local communities (STR 2008). Current efforts are focused on getting the remaining 10% of children into school and improving education yield in order to achieve MDG 2 in 2015. Further efforts need to be made to reduce inequality in education access as a result of ethnicity, disability, child labour, poverty and geographical factors.

Children are required by law to attend school for five years. This requirement is met by almost 55% of children.¹³ Dropping out and repeating classes are persistent problems closely connected with the low quality of education, but also with poverty and hunger, which may be extreme. The government and civil society are well aware of the need to improve the quality of education; the performance of an increasing number of schools is fair to good. The government planned to reduce the pupil teacher ratio from 54 in 2005 to 48 in 2009 and to replace the shift system by a full timetable providing more lessons for the children. Thanks to better selection and professional training, tens of thousands of new teachers are better qualified than many 'old' ones. Teacher training institutes are being equipped to cope with the still growing requirement for new teachers.

Collaboration between the biggest NGOs and the government is improving, especially in substantive terms. The methods, models and strategies used by civil society are high-quality and are being increasingly recognised by the Bangladeshi government. At the government's request, 2,600 public authority primary schools and 1,500 middle schools are receiving technical support from BRAC. As a result, absenteeism among teachers and pupils has declined and use of teaching materials has intensified. About 10 years ago, BRAC expanded nursery education in order to give children a better preparation for primary education, and is working on this in partnership with the government. Meanwhile, approximately 2.3 million children have progressed from nursery school to primary education.

Bangladesh is one of the few Low Income Countries with a primarily Muslim population to achieve gender equality in primary education and the lower years of secondary education. In some parts of the country, there are actually more girls than boys completing school.

BRAC and other NGOs have done pioneering work in raising the participation of girls in education not only by introducing an affirmative action policy for girls, but also by teaching subjects that are relevant to girls, such as information about sexuality and reproductive health. Organisations such as BRAC, FIVDG and CAMPE have won the confidence of the public, involving them in education and encouraging parents to send their children to school. Villages and slums with no public amenities now have access to education facilities and teachers. This has had a demonstratively positive effect on the participation of particularly girls in education, and the motivation of female teachers.

The government provides scholarships to enable girls from poor families to go to school. In Bangladesh, the majority of the adult population are illiterate. In recent years, the government has invested in adult education, with the help of donors. The percentage of illiterate adults went up from 41% in 2005 to 48% in 2008 (UNESCO GMR 2009). It is striking that in 2005 the gender difference of almost 10% to the disadvantage of women disappeared completely in 2008, and that women now actually score higher than men. This encouraging development gives parents an incentive to send their children to school and ensure that they complete their education.

Accountability

The organisation CAMPE is famous in Bangladesh for its critical reporting about developments in education, which often initiates and shapes the debate between government, NGOs and the general public. CAMPE particularly relies on support from the Netherlands via Oxfam Novib. In view of the size of Bangladesh's education sector, many NGOs in the country receive a combination of bilateral and NGO support. NGOs harmonise their lobbying activities and promotion of interests. They do this in partnership with international organisations such as the GCE, which since 2000 has been campaigning in Bangladesh to put Education for All high on the political agenda. As a result, millions of adults and children have been prompted to demonstrate their support for free universal education, politicians have gone back to school and have engaged in debate with parents, teachers and children. The Campaign for Good Governance (Supro), a network of NGOs in Bangladesh, is drawing attention to the importance of accountability, budgetary control and monitoring, particularly at basic level. At set times, parents and pupils report to Supro on whether teachers are present in the classroom, and on how many children are present, after which this information is



Population	138,448,000
Area	143, 998 km ² (3.5 x the Netherlands)
Capital	Dhaka
Religion	Islam 83% Hinduism 16% (1998)
Ethnicity	Bengali 98% (2001)
Birth rate	30 births /1,000 inhabitants
Mortality rate	8 deaths /1,000 inhabitants
Infant mortality rate	61 deaths / 1,000 births
Life expectancy	61 years

Illiteracy	59% (> 15 years old)
Food supply per capita	9177 kJ per day (2003)
Health care	1 doctor / 5,000 inhabitants (2002)
Vaccination rate	85% (2003)
Employment in agriculture	50.3%
Employment in industry	14.8%
Employment in services	34.9%
Purchasing power (GDP) per capita	€1770 (2003)
Growth in GDP 1990-2003 per capita	3.1% per year

Exports	Clothing, jute, leather, fish, shrimps
Imports	Machinery, chemicals, iron and steel, textiles, food, petroleum, cement
CO ₂ emissions	0.3 tonnes per inhabitant (2003)
Energy consumption	221 kg carbon equivalent per inhabitant (2002)
Energy balance	20% deficit (2002)

made public. Supro gets a great deal of attention and uses the media to inform the public and prompt them to influence policymaking and expenditure. The organisation has waged a successful campaign for Bangladesh's debt relief: the debt cancelled by Japan in 2008 can now be spent in local currency on education.

Dutch NGOs such as Woord en Daad and Oxfam Novib are engaged in a critical dialogue with the government and donors on subjects such as education priorities, financing and quality.

Conclusion

Progress in education in Bangladesh has been achieved through the consensus and cooperation of the various groups involved in education policy. In particular, the government and NGOs in Bangladesh are learning to appreciate each other's complementary roles. The Dutch MFOs and the Dutch embassy provide support and encouragement within their cooperation with the government and local NGOs. Within a relatively short time, this cooperation has led to sound results. In order to meet the EFA and MDG objectives, there needs to be considerable investment in the coming years to achieve better quality in primary education, reduce school dropout levels, improve the public education system, achieve better alignment between the non-formal and the public education system, tailor education better to the labour market, increase the value and relevance of certificates, train more qualified teachers, and tackle geographical, socioeconomic and ethnic inequality. It is important for all parties involved to reach consensus on a sound policy for the entire education sector, starting with preschool care and education and ending with vocational and university education. The experience gained and lessons learned about cooperation in dialogue, policymaking and alignment will be particularly useful in this respect.

¹² Dutch embassy, Dhaka: Sectoral Track Record (STR) Bangladesh, 2009

¹³ CAMPE and Peoples Forum for MDGs (PFM), Bangladesh, 2008

Laxmi Rani Das

Laxmi Rani Das is a young girl with a place in school. Like most of the people in the slums where they live, her parents work as refuse collectors, and are categorised as 'long-term poor' by the government. At the first school she attended the teachers thought it wasn't worth teaching her; she would just end up as a refuse collector, like her family. Neighbours and family members also told Laxmi's mother not to spend too much money on her; it would be better just to marry her off to a refuse collector.

As she did a great deal to help her mother at home to help earn the family's keep, she missed a lot of school and got behind, leaving school altogether in 2006. The local NGO Dhoritiri encouraged Laxmi to go back to school. By talking to Dhoritiri, Laxmi and her mother realised how important going to school was for giving her a better future. Despite pressure from family members and fear of exclusion and stigmatisation, Laxmi is going to keep attending school and hopes to train as a nurse.

Source: Oxfam Novib

Cooperation between the government and NGOs

Ms Rasheda Chaudhury served as adviser for primary and adult education in Bangladesh's last caretaker government until the beginning of 2009. She is a former director of CAMPE and a human rights activist who earned her spurs in women's rights and the rights to education. Ms Chaudhury emphasises the importance of cooperation between the government and civil society. In her capacity as an adviser, she has championed the strengthening of public private partnerships, the development of a holistic and inclusive policy for all types of primary education, and also practical issues such as free school books and a flexible school timetable.

Source: Oxfam Novib





Bangladesh

Popy Banarjee

Who?

Popy Banarjee, 33, is a lawyer and chairperson of Sufia Kamal, a pressure group that trains women for political activism. She lives in Khulna, 335 kilometres from the capital Dhaka.

How did you get involved with Sufia Kamal, and what is your position?

Despite a difficult start in life, I still managed to become a lawyer. My father died when I was young, and there was no money to pay for my studies. But I wanted to study so badly that I managed to persuade my older brother to help me out. I even did some tutoring to help cover the costs. I graduated in 2001 and went to work as a lawyer at court. Although my male colleagues tried to sabotage my work, as a female lawyer I was very successful. I got involved with the women's movement and joined a group fighting for women's rights. I am now chairperson of the Sufia Kamal activists' network, which trains women to be politically active.

How do your activities contribute to better training?

I encounter a lot of violence against women through my work as a lawyer. Sufia Kamal offers training courses on women's rights and political activism, to make women more resistant. We ensure that women are better informed and, therefore, more powerful. This will give them more say on their own lives, and allow them to participate in politics.

How important is Sufia Kamal's work for you and those around you?

Very important. Sufia Kamal paid for a training course that enabled me to participate in the local council elections in August 2008. Incidentally, I didn't win - there were 46 women for just 10 seats - but the training allowed me to gain experience and develop skills I can use as a political leader. I am now researching the rights of women factory workers in the fishing industry and in the jute mills in Khulna. Unfortunately I didn't have enough time to prepare for the elections; I started the course in March 2008, and the elections were held only five months later. And, as a Hindu woman (a minority group) I was not given enough support by the local election office.

Can you give an example of a successful activity?

In the national elections in December 2008 I was one of the official observers responsible for checking the results. I am sure that the hard work I put in and my experience in the local elections helped me to do this.

How is Sufia Kamal's work helping to achieve MDG 2?

We are fighting for equal rights for women, and for more women to participate in politics. Knowledge is power, and education makes women stronger. Training women in political activism gives them more scope. The fact that there are now more women in parliament and local government institutions proves this, but there are still challenges ahead. There are still not enough women in politics. Training alone is not enough; we need more measures to get more women involved, such as amendments to legislation, election reforms or the selection of more women candidates by political parties.

What would you change if you were the Dutch Minister for Development Cooperation?

I would change the socioeconomic situation in Bangladesh, so that women would be equal to men and could live in a society without violence.

Text: Reka Saha en Tapati Das
Photo: Tarun Karmaker

2.3.3

Southern Sudan

Education in a precarious environment under reconstruction



In 2005 the civil war between the North and the South in Sudan ended. Southern Sudan is still struggling with poverty, a precarious security situation and other crises, but has managed to make some progress in restoring primary education, albeit on a small scale. The war forced 4 million people to seek shelter in refugee camps, in temporary settlements or with family members for years on end. This has had a very detrimental effect on the education system; more than half of all children have never attended school and, in the worst-affected areas, less than one in three children attending school are girls (UNICEF Southern Sudan, 2008).

The process of restoring the education system and making schooling available for children is hindered by the usual problems. It takes time to get an effective partnership up and running between the many different partners in the education sector, which includes local government, multi-lateral organisations and civil society organisations (which can still be very weak). Local government capacity needs to be built up considerably if education is to be provided on a large scale. Local NGOs are few and far between and relatively young and inexperienced, although they are quick to learn. Moreover, the poor security situation is still a major obstacle to reconstruction, meaning that NGOs are limited as to where they can work. Religious organisations, which took over the government's role during the war, continue to play an important role in this respect.

More and more children have been accessing education in recent years. Around 40% of children currently attend school, 35% of whom are girls (UNICEF, Southern Sudan, 2008).¹⁴ However, the poor quality of education gives cause for concern. Much of the success in increasing the number

of pupils can be ascribed to UNICEF's 'Go To School' campaign, which is supported by the Netherlands. Programmes run by other NGOs, including Save the Children, Oxfam Novib, War Child Nederland, Dark & Light Blind Care, ICCO and Kerk in Actie, have also helped achieve increased participation in education. These Dutch organisations work not only with local organisations but also with each other, under the Schokland agreement on education in fragile states. The objective of the agreement is to achieve a more effective partnership with the government in question, drawing on the added value each can bring. Education in Southern Sudan is supported by NGO funds and international funds such as the Multi-Donor Trust Fund.

'Go to School' campaign

UNICEF's 'Go To School' Campaign has provided teaching materials for 1.3 million pupils, built more than 100 classrooms and trained more than 6,500 teachers as part of the Fast-Track Teacher Training programme. In recent years there has been more emphasis on improving the quality of education and improving education systems in Southern Sudan by strengthening capacity both centrally and at local level (e.g. setting up the Southern Sudan Institute of Education and an Education Management Information System).

Restoring education in Upper Nile State

In 2006 a partnership was set up between ICCO, Oxfam Novib and the Ministry of Foreign Affairs to explore the rehabilitation of primary education in Upper Nile State in Southern Sudan. A challenging curriculum has been developed, and other parties have now become involved (including SNV and Dark & Light Blind Care). The first results could be seen in 2007 and 2008. In 2007 the emphasis was on set-

ting up the programme (baselines, participative preliminary studies, building up contacts/connections, civil society etc.) In 2008 45 teachers were trained (including two women) in various areas, including inclusive education. Thirty teaching staff and supervisors have been trained locally, parents' councils have been strengthened and a number of communities have been provided with teaching materials. The 'School as promoter of peace' project has been set up in 10 schools through partner organisation REC-ONCILE, and 41 teachers trained. This allows 650 pupils to be reached through each school, making a total of 6,500.

In Malakal literacy programmes have been set up for women, and schools are being made accessible for the disabled. Three schools have been built and/or renovated in very inaccessible regions (Maiwut and Pagak), benefiting 3,200 pupils.¹⁵ However, there is so much demand for education that many children are still being taught in the open air. We are working with local NGOs and local government and communities to improve sustainability.

¹⁴ Given the lack of statistical material it is difficult to substantiate results with figures. Moreover, the situation varies between districts and provinces, according to the security situation and administrative capacity. UNICEF Education in Emergencies and (Post) Crisis Situations 2007 Report and www.educationrpr.pbwiki.com/Southern+Sudan

¹⁵ ICCO, 2009



Population	38,114,000	Food supply per capita	9,458 kJ per day (2003)	Exports	Petroleum, cotton, sesame seed, cattle, peanuts, gum arabic, sugar
Area	2,505,813 km ² (60.3 x the Netherlands)	Health care	1 doctor / 6,250 inhabitants (2002)	Imports	Food, petroleum, various manufactured goods, machinery, medicines, chemicals, textiles, wheat
Capital	Khartoum	Vaccination rate	50% (2003)	CO ₂ emissions	0.3 tonnes per inhabitant (2003)
Birth rate	35 births / 1,000 population	Employment in agriculture	69.8%	Energy consumption	691 kg carbon equivalent per inhabitant (2002)
Mortality rate	9 deaths / 1,000 inhabitants	Employment in industry	8.6%	Energy balance	58% surplus (2002)
Infant mortality rate	61 deaths / 1,000 inhabitants	Employment in services	21.6%		
Life expectancy	58 years	Purchasing power (GDP) per capita	€1,910		
Illiteracy	41% (>15 years old)	Growth in GDP 1990-2003 per capita	3.3% per year		

Protecting and educating Southern Sudanese children

In mid-2007 Save the Children started supporting the reconstruction of primary education in South Sudan. The objective is to provide better primary education for girls and boys, and to offer them improved protection against abuse. The organisation's donation of more than 58,000 euros has made it possible for 40,000 children aged 6-18 to receive a primary education. At 115 primary schools a start has been made on improving the quality of schooling, and teaching materials on HIV/AIDS, children's rights and protection have been distributed. Clubs have been set up at 30 schools, allowing 900 children to take part in plays, sports and games, tell stories, and debate children's rights. The impact has been a major improvement to primary-school children's educational opportunities. Save the Children will be investing an estimated total of 945,000 in these programmes between 2007 and 2011.

War Child is active in the towns of Juba and Yei in South Sudan, where many refugees hoping to return to their villages have settled temporarily. The programme's objective is to educate children, young people and communities about the violation of children's rights and abuse and exploitation, and how to prevent it and tackle the problem. Together with the Sudanese Organisation for Education Development and the Khartoum State Council for Child Welfare, War Child is providing training for youth groups and local organisations, authorities, teachers and welfare workers; creating safe places for activities; improving access to education; and creating the chance for children and young people to learn basic skills and boost their employment opportunities. In 2007 more than 9,300 children and young people and 2,500 adults were actively involved in War Child's programme (at a cost of 830,000 euros). Another 16,000 children and 3,600 adults were reached outside of the programme. About 10% of activities focused on schooling.

Source: Save the Children and War Child





Southern Sudan

Mayom Mabuong

Who?

Mayom Mabuong, 24, is a teacher at the Deng Nhial School for former child soldiers. He is also active within the Girls' Education Movement. He lives in Rumbek.

How did you come to the Deng Nhial School?

I became a soldier when I was 15. I had just left primary school. In 2001, after I had fought for three years in the civil war, UNICEF took me out of the army. I swapped my gun for a textbook and went back to school.

What is your position?

Since 2004 I have been a teacher at the school. The Deng Nhial School is part of UNICEF's 'Go To School' programme. The aim of the programme is to establish an effective education system and get 1.6 million children in school. I also work as a leader for the Girls' Education Movement. We are trying to reach vulnerable children and encourage them to attend school.

How important is your work?

Really important! Deng Nhial School is a safe place where child soldiers can get over their memories of the war. I have been through it myself. When you have fought as a child, it can be difficult to deal with certain memories. It helps to talk with other people about them. And I want other children to receive an education, so they can build a future.

What progress is being made on MDG 2 in your region?

The civil war in Southern Sudan, which ended in 2005 after 21 years, has done a great deal of damage to the education system. More than 50% of children have still never been to school, and fewer than one in three children in school are girls.

How is your project helping to achieve MDG 2?

Thanks to the 'Go To School' programme, the number of pupils has risen from 850,000 in 2006 to 1.2 million in 2007. So far we have distributed teaching materials to 1.3 million pupils, built 100 classrooms and trained more than 6,500 teachers.

Text: www.unicef.org
Photo: www.unicef.org

2.4

Conclusions

MDG 2

More children in school, with more focus on quality

Globally, we are making great leaps forward in achieving MDG 2. Access to education is now reasonably good, but we still have a long way to go in improving the quality of education and reaching the very poorest. Large parts of Africa, particularly fragile states, and a number of countries in South and East Asia are underperforming.

Most success is down to a combination of factors, measures and interventions: political willingness to prioritise education; partnerships with civil society; setting up good education plans, which build on national strategies to combat poverty; increasing national expenditure on education; and donor support for the implementation of plans.

Given that the path to achieving the intended results is long and difficult - it will take at least a generation - it is not possible to substantiate the impact with figures. That would entail following a generation of primary school children into adulthood to see how they develop. Only then would it be possible to ascertain whether the education they have received is enough to give them the skills they need to have a decent life and contribute to the economic growth of their country. The Bank Netherlands Partnership Programme (BNPP) is currently looking into the relationship between education and the labour market. We can, however, draw some conclusions on progress made in the education sector and the challenges still facing it, and the role of donors.

What has been achieved so far?

- Participation in education has increased spectacularly. Thanks to wide support for education, governments in Netherlands' partner countries have been able to abolish school fees and invest in schools, classrooms, teaching materials and teacher training.
- The importance of good governance is being given more and more priority in the education sector.
- In eight partner countries the Netherlands has a leading role in processes that will result in improved cohesion in policy (i.e. harmonisation), thanks to the specific technical expertise available at embassies.
- Seeking alliances with civil society organisations and NGOs and giving parents and communities the opportunity

to be involved in educational facilities is conducive to accountability.

- Poorer population groups in particular have profited from increased access to primary education.
- Inequality between girls and boys has fallen considerably, though girls still have a lot of catching up to do in terms of completing their education.
- Increased cooperation between various donors in the education sector has resulted in improved division of responsibilities, and improved coordination and harmonisation (Paris Agenda for Aid Effectiveness).
- In recent decades the Netherlands has demonstrated its added value in terms of education aid, both substantively and financially, at an international level. We have also played a key role in the Fast Track Initiative for education and in education in fragile states, as supported by UNICEF.

What are the challenges ahead if we are to achieve MDG 2 and Education Fast Track (EFA) objectives, and MDG 3?

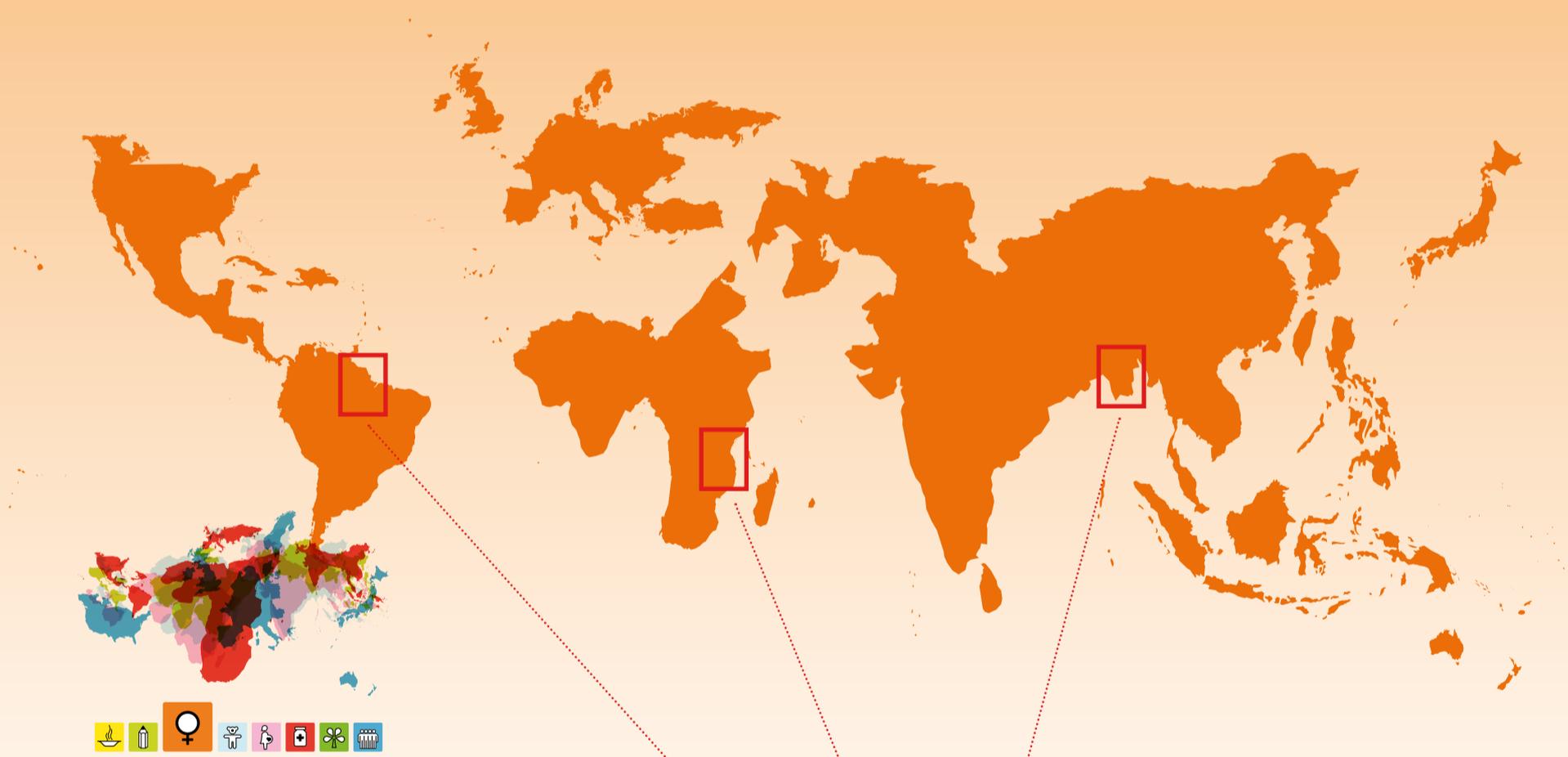
- 75 million children, if not more, still do not attend school.
- The many children not attending school in fragile states demand special attention.
- The quality of education is often insufficient to offer children a real future; its relevance must be improved, for example by expanding on/improving vocational education and training.
- The number of illiterate people in the world remains unacceptably high.
- Many countries are in danger of not achieving MDG 2 and the EFA objectives by 2015.
- A serious effort must be made to catch up to ensure that equal proportions of girls and boys complete education, and to guarantee girls a safe school environment.
- In 2008, in its multiyear plans, the Netherlands began to phase out support for a number of partner countries, including Mozambique and Ethiopia. It is necessary to look at how the Netherlands can best monitor its long-term investments in education in these countries.

Compared to the conclusions of the results in development report for 2005-2006, the results of the Netherlands' contri-

bution have improved. This is clear from the increased access to education in countries in which the Netherlands is active. As there is still room for progress in terms of quality and improving the situation of the poorest, the ministry is investing heavily in the Education for All agenda and in improving monitoring and coordination.

MDG 3

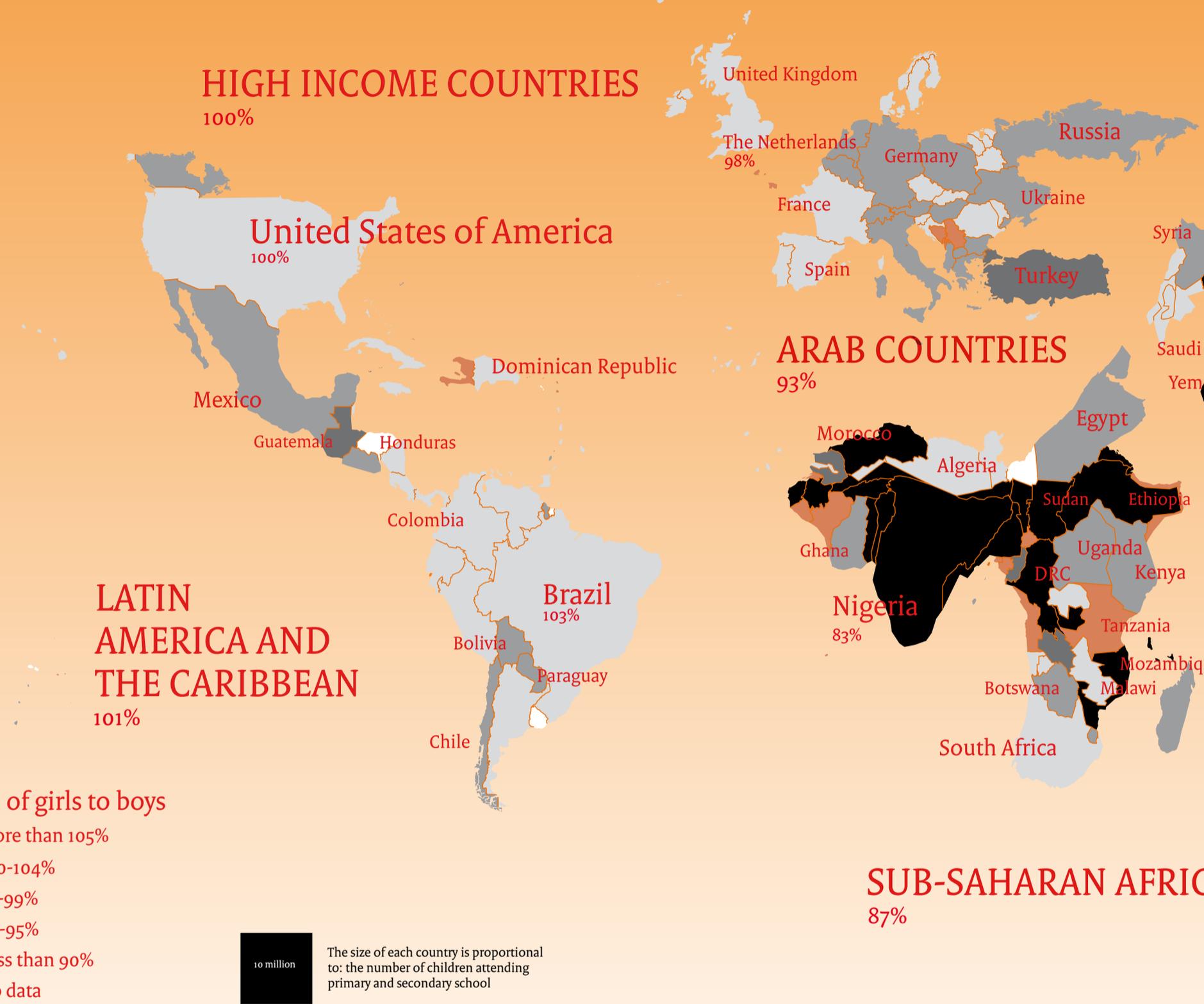
Promote gender equality and empower women



3.1 Introduction	72		
3.1.1 Defining boundaries: what are the priorities?	72	3.2.5 Participation in national and local politics	77
3.1.2 The results chain for gender	72	3.2.6 Violence against women	78
3.1.3 The actors: who contributes to change?	74	3.2.7 Women in conflict regions	79
3.1.4 International conventions	74	3.2.8 Financial and non-financial input	80
3.1.5 Measuring the results for MDG 3	74		
3.2 General progress and trends	75	3.3 Country cases	81
3.2.1 Enrolment in post-primary education	75	3.3.1 Tanzania	82
3.2.2 Time-saving through better infrastructure	76	3.3.2 Bangladesh	86
3.2.3 Well regulated property and inheritance rights	76	3.3.3 Suriname	90
3.2.4 Formal employment and equal opportunities on the labour market	77	3.4 Conclusions	94

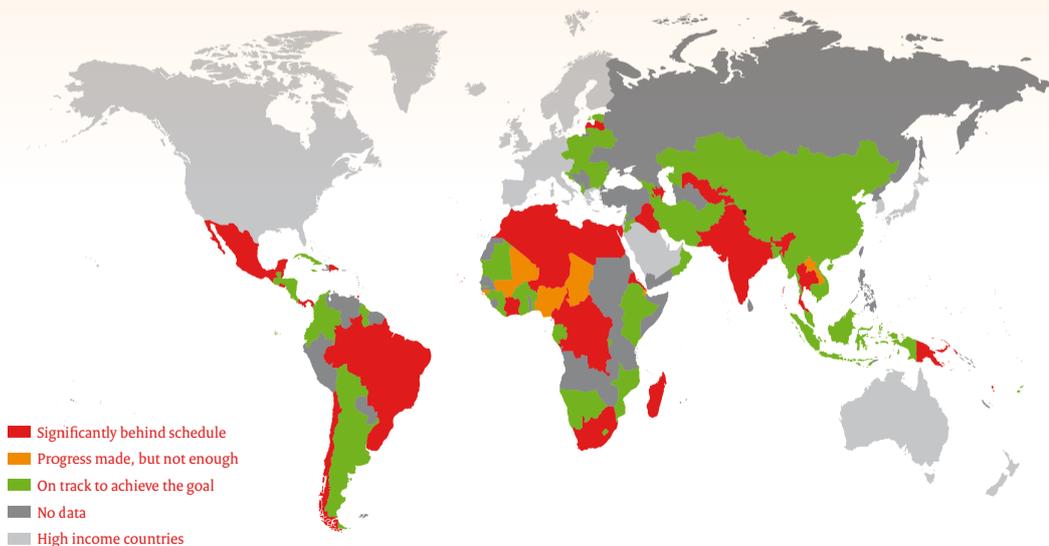
MDG 3: Equal opportunities

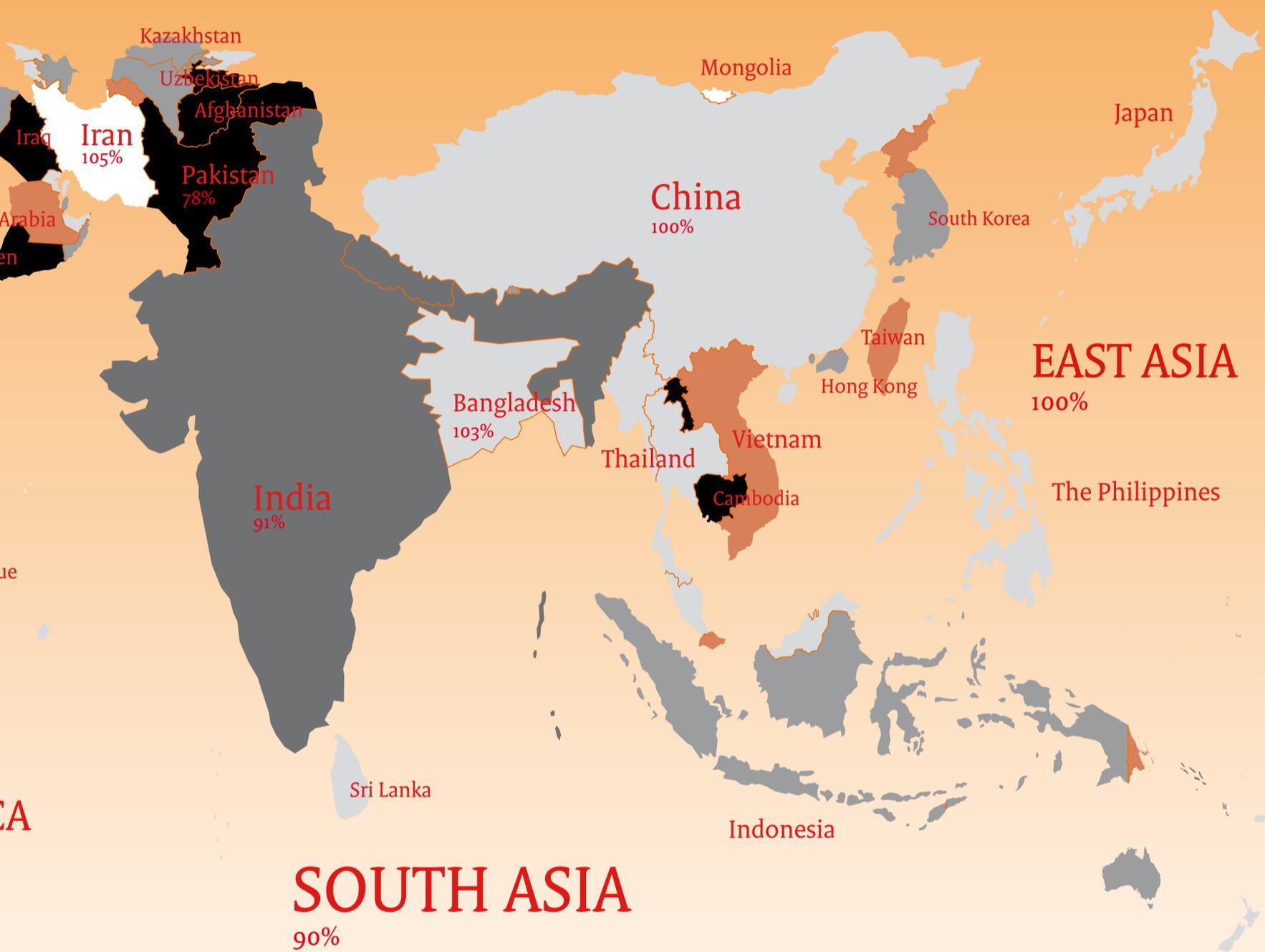
Eliminate gender disparity in primary and secondary education



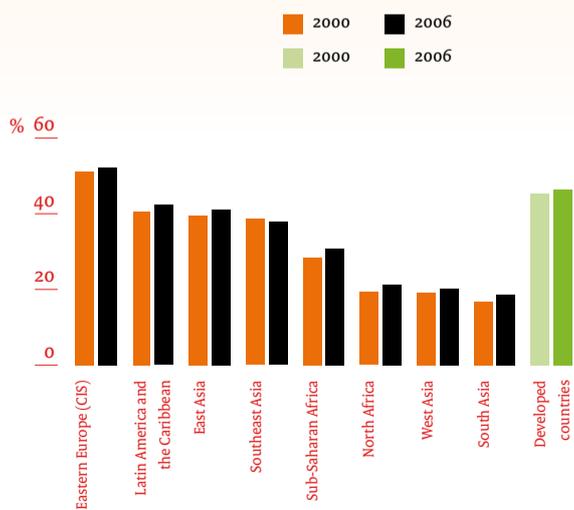
Will countries achieve this goal (basic education)?

(Source: United Nations Statistical Division and World Development Indicators)

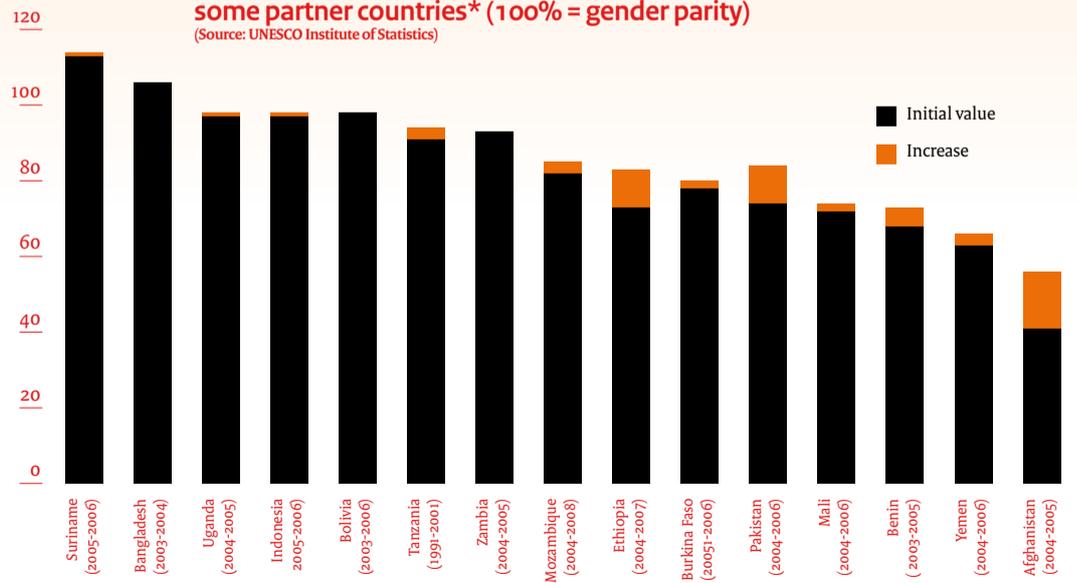




Proportion of women in non-agricultural paid employment, 2000 and 2006
(Source: UN, Millennium Development Goals Report, 2008)



Increase in the ratio of girls to boys in primary and secondary education in some partner countries* (100% = gender parity)
(Source: UNESCO Institute of Statistics)



3.1

Introduction

3.1.1

Defining boundaries: what are the priorities?

The gender gap is gradually closing: more and more girls in developing countries are attending primary school. This is a vital first step in dismantling centuries-old gender disparities. However, many changes still need to be made. In almost all developing countries, fewer women are in paid employment than men, and many are forced to accept insecure, poorly paid jobs. There are still far too few women occupying senior positions in business and politics. And although progress is being made, women still suffer discrimination in many areas of society. Domestic violence is still a major cause of death among women. Clearly, then, gender parity – that is, more equal social and cultural roles for women – is vital.

Millennium Development Goal 3 applies a dual approach, in that it measures both the relative status of women compared to men and the absolute status of women. The following three indicators have been compiled to measure progress, in line with the Millennium Declaration:

- 1 Ratio of girls to boys in primary, secondary, and tertiary education
- 2 Share of women in wage employment in the non-agricultural sector
- 3 Proportion of seats held by women in national parliament

However, this set of indicators is not enough to give an accurate picture of the absolute and relative position of, and opportunities for, women. The UN Task Force on Education and Gender Equality has therefore identified seven strategic priorities in which gender parity can be pursued to greatest effect:

- 1 *Post-primary education for girls.* Investments in secondary and tertiary education yield major results for the empowerment of women. Women who have attended post-primary education are better able to earn a living, negotiate with other members of their household, exercise their reproductive rights and take part in society.
- 2 *Sexual and reproductive health and rights* (subsequently referred

to as SRHR, which broadly covers everything to do with sexuality and reproduction, from rights to health care). If people, and women in particular, are free to decide for themselves whether and when to have children, and how many children to have, and if they are given access to health care and contraceptives, the number of teenage pregnancies and the number of children per woman declines. This improves their health and that of their families, and gives them more opportunities for personal development, which in turn boosts development opportunities for the country as a whole.

- 3 *Time-saving infrastructure for women.* In many countries, responsibility for collecting water and firewood falls mainly to women and girls. This often takes them many hours, reducing their productivity and ability to participate in education.
- 4 *Well regulated property and inheritance rights.* In the majority of developing countries, women have less access to property and land than men. Ownership and control of assets such as land and houses provides them with economic security and an ability to take economic risks which lead to growth and income. A indirect benefit of ownership is that it provides collateral to serve as a buffer in times of crisis. It also widens access to capital.
- 5 *Formal employment and equal opportunities on the labour market.* Paid employment is vital for the empowerment and economic independence of women, and hence for their social security. Access to formal employment, reasonable working conditions and equal pay give women a more equal chance to earn their own living.
- 6 *Participation in political representation and government.* Giving women more say in political decision-making processes improves the quality of governance. Countries where women make up less than 30% of the representatives on political bodies are less inclusive, less egalitarian and less democratic.
- 7 *Combating violence against women.* Violence against women occurs in all socioeconomic, religious and ethnic contexts and is thought to affect one in three women. Banning violence against women is therefore a key prerequisite

for attaining MDG 3 and the other Millennium Development Goals.

SRHR is discussed in the chapter on MDGs 4, 5 and 6. The other six strategic priorities have been adopted by the Netherlands as the basis on which it organises its gender-based efforts and presents the results it has achieved through this report. In addition to the seven strategic priorities outlined above, the UN Task Force has also asked for extra attention to be given to the position of women in conflict situations. This is discussed later in this chapter. The seven strategic priorities are closely interrelated. Progress in any of these areas will help to attain MDG 3.

3.1.2

The results chain for gender

The results chain is the guiding principle for this chapter. MDG 3, equal rights and opportunities for women and girls, is the ultimate goal (impact).

Within the results chain, the seven strategic priorities defined by the UN Task Force on Education and Gender Equality constitute the ‘outcome’. Gender parity and improving the status of women and girls are the key processes of social change, since discrimination is embedded in socio-cultural institutions. Changing these institutions and patterns is a delicate and lengthy process. There are broadly three categories where outcomes and output are visible:

- Institutional change, such as benefiting from new, better legislation and regulations, action plans, social structures, infrastructure, childcare, quotas and an effective police force and judiciary;
- Cultural change, such as public support for participation and leadership by women in politics and government, public statements by formal and informal leaders concerning equal rights and opportunities and condemnation of violence against women, non-discriminatory images in the media;



Figure 3.1. The results chain for gender

Impact

Equal rights and opportunities for women

Outcome

Institutional

- Safe schools and routes to school, and basic sanitation
- Elimination of sexual abuse at school
- Women make use of suitable infrastructure
- Women own property and hold titles to land
- Provisions such as childcare are working
- Women are active in politics and occupy leadership positions
- Coordinated roll-out of an action plan to combat violence against women
- Police take women seriously and conduct investigations
- Judiciary prosecutes offenders
- Women take part in peace negotiations
- Coordinated roll-out of national action plan
- Use of local structures to implement international agreements

Cultural

- Acceptance of education for girls
- Elimination of sexual abuse at school
- Gender-sensitive reform of customary laws governing water and energy consumption
- Gender-sensitive reform of customary laws governing property and inheritance rights
- Broad public acceptance of women's right to self-determination
- Broad public acceptance of women's right to self-determination
- Acceptance by communities of women's rights & decline in female circumcision and early marriages
- Broad public acceptance of women's right to self-determination and involvement in politics

Individual capacities

- Women have acquired good training and capacities
- Women have the skills and capacities to participate in decision-making
- Women know how to make use of available rights
- Women know how to make use of provisions such as childcare and available budgets and credits
- Women have completed suitable training
- Women have the qualifications and resources to participate in the political process
- Women have the resources, self-confidence and capacities to apply for legal redress
- Women have the capacities and resources to take part in negotiations

National output / Institutional

- Legislation; anti-discrimination in the broad sense
- Compiling national action plans to combat violence against women and implement UN Security Council Resolution 1325 on Women, Peace and Security
- Stronger social structures: organisational structure of the legal system and the broad range of women's organisations
- Regulations and resources available for adapting the education system to the needs of women and girls (security, sanitation)

Output of the partner country / Cultural change

- Increased representation by women on political bodies and in public debate
- Statements by leading cultural figures (religious leaders, singers, politicians) about the equal position of women and girls
- Public condemnation of violence against women
- Non-discriminatory images in the media
- Taboo-breaking dialogue at all levels of debate

Output of the partner country / Individual capacities

- Improving the capacity of civil society to lobby and influence policy
- Citizens and an independent media have insight into the policies and spending of governments and NGOs, including through monitoring and budget tracking

Output of the Netherlands / Ministry of Foreign Affairs

- Dialogue, lobbying, financing and monitoring
- Cooperation and coordination within networks of multilateral institutions, NGOs and donors
- Schokland Agreements, UNIFEM Violence Against Women (VAW) Trust Fund, OECD-DAC, implementation of international gender policy
- Making partner governments aware of the importance of gender, drafting gender-sensitive PRSPs, gender budgeting

Output of the Netherlands / Cofinancing organisations

- Financing women's organisations and other CSOs providing education, legal aid and microcredits
- Strengthening the capacity of women's organisations and community-based organisations
- Networking/linking & learning with international organisations, other social movements, relevant CSOs and donors
- Sharing research and knowledge about relevant strategies and themes
- Campaigns (international, in the Netherlands, fed by partners)

Output of the Netherlands / Women's organisations

- Establishing and strengthening networks; giving women a voice
- Offering solidarity and support, encouraging leadership to strengthen the role of women in general and women's organisations in particular
- Disseminating research and practical knowledge and information on relevant themes (e.g. peace and security, agriculture and economy, health care, legislation)
- Building community-based organisations

Actors

The Netherlands, other bilateral and multilateral donors, government of the partner country, local NGOs, Dutch cofinancing organisations, local and Dutch women's organisations

- Changes in the individual capacities of women, such as knowledge of their rights, regulations, technical, political and financial skills and a self-confident manner. Results within these categories are interrelated and interdependent. Investments are therefore needed in all three.

3.1.3

The actors: who is contributing to change?

Various Dutch actors are contributing to change in their own specific way, depending on their immediate target group and the added value they can provide.

The Ministry of Foreign Affairs

Promoting equal rights and opportunities for women and girls is largely a political matter and requires a political response and commitment. At international gatherings, the Netherlands and like-minded donors urge governments to devote more attention and resources to improving the position of women. Steps are being taken to set a global standard, partly by ratifying agreements in the form of resolutions, conventions and treaties such as CEDAW.¹ The ministry measures national progress in attaining MDG 3 through dialogue and country-specific poverty reduction plans. It also makes recommendations for improvements. Finally, it assists specific activities which make a direct contribution to a national debate or to legislative change, either through lobbying or financial support.

Partner countries have included gender goals and related budgets in their multiyear policy plans. The success of this strategy will depend on how far processes of change are endorsed by governments, local NGOs and the populations themselves. Dutch embassies are providing encouragement through support for cooperation, coordination and national networks of governments and NGOs. They are also promoting the cultural changes that are needed to give women more self-determination through multilateral programmes and support for local organisations.

Civil society organisations

Change begins with women themselves. Civil society organisations are therefore supporting measures that strengthen women's capacity to exercise their rights and gain lasting self-confidence. They also support organisations that offer services to help women extend their opportunities, such as education, legal aid or microcredits, and that focus on reforming formal institutions such as legislation and the composition of political parties. NGOs receive funding from cofinancing organisations (MFOs) to help them monitor the implementation of legislation and to call governments to account.

Social change must be accompanied by political change. Increasing the involvement of women in political and administrative processes is therefore a vital part of the strategy of the women's movement. MFOs support women's organisations that give advice and help to these processes, including leadership training. They are also active internationally, where they conduct lobbying activities with like-minded actors. Examples include the Commission on the Status of Women (CSW) and the Social Forum. Finally, MFOs run campaigns in the Netherlands to generate public support for their work and to highlight special themes such as the action of Plan Netherlands 'Because I am a girl'.

Women's organisations

Women's organisations, which together form the 'Major Group Women', have a key role to play in the sustainable development process, including in the promotion of peace and security. These organisations penetrate all layers of society and are highly organised locally, regionally and

internationally. They are at the heart of many local initiatives which promote sustainable development and reconstruction by strengthening community-based organisations and networks and by carrying out research.

Women's organisations are agents of change and vital partners for the UN development programmes. They are committed to the active and enduring involvement of women in development projects from the planning phase onwards. This generates the necessary cultural change and local ownership (where the wishes and ideas of the beneficiary are key). The needs and views of women on the ground are also translated into institutional changes at national level. Participation by women thus ensures the mainstreaming of a gender-based approach, both in policy and in project planning and implementation.

The diagram of the results chain shows that capital and human resources are both used as inputs to promote gender parity. Sometimes there is more emphasis on human resources since gender parity requires a major cultural shift. Long-term subsidies and ad hoc project support for multilateral organisations such as UNIFEM are the instruments used. The development of international women's and gender networks, such as the Women for Water Partnership (WfWP), is also supported. The ministry coordinates its input with that of NGOs and women's organisations. It is important to gain an increasingly clear picture of where each actor is likely to make the greatest impact.

Donors and other players must strive for complementarity

Complementarity between donors provides the synergy that is needed to meet MDG 3. Cofinancing organisations and women's organisations are closer to the grassroots level, from which embassies are somewhat further removed. Embassies and multilateral institutions, on the other hand, have better access to governments and other donors. Pressure for change can thus be applied from below while embassies engage in top-down political dialogue with governments. The best results will be obtained through effective donor consultation combined with good cooperation between local actors. Like donors, local actors also fall into three groups: national governments, NGOs and women's organisations. All three play an important role in the sustainable development process. The government's main role is to establish frameworks and make it easier for the various civil society organisations to carry out their work. Unfortunately this does not always happen (Ethiopia, Nicaragua).

Specific cooperation between the Ministry of Foreign Affairs, MFOs and women's groups takes place in the context of the Schokland Agreements, which were signed by a number of organisations and enterprises in summer 2007 to jointly combat violence against women, implement UN Security Council Resolution 1325 on Women, Peace and Security and strengthen women's organisations worldwide.

3.1.4

International conventions

The Universal Declaration on Human Rights states that 'recognition of the inherent dignity and of the equal and inalienable rights of all members of the human family is the foundation of freedom, justice and peace in the world.' Regrettably, this is not always reflected in practice. Gender disparity is still deeply embedded in the socio-cultural traditions of many societies. In some parts of the world, it takes the form of continued legal discrimination, while in many more it is reflected in informal gender imbalances and unequal opportunities.

MDG 3 seeks to combat these gender-based inequalities and unequal opportunities. It thus arises directly out of the

Universal Declaration on Human Rights. The actions taken under MDG 3 are based on the 1979 CEDAW convention, the 1994 Cairo Population Conference and the conclusions of the 1995 Fourth World Conference on Women in Beijing.

To attain the MDGs, it will be necessary to improve the effectiveness of aid as well as increase the financial input. In adopting the Paris Declaration on Aid Effectiveness (2005-2010), the ministers of developed and developing countries agreed to streamline international cooperation, reform the way development aid was managed and improve the monitoring of results. The five core principles of the Paris Declaration – ownership, alignment, harmonisation, managing for development results and mutual accountability – are the basis for achieving these goals. There is growing consensus that effectiveness can only be increased if attention is also given to social aspects.

One of these aspects is gender. The OECD/DAC Network on Gender Equality (GENDERNET) has produced a series of practical and useful documents showing how gender parity can be linked to harmonisation, results and accountability. Progress in implementing the Paris Declaration was discussed at Accra in 2008. This led to the adoption of the Accra Agenda for Action (AAA), a framework in which gender parity is seen as the cornerstone for development. Improving the position of women is after all essential for sustainable growth and poverty reduction. The AAA also specifies that developing countries and donors must guarantee to comply with international agreements on gender parity (such as CEDAW, the Maputo Protocol and the Beijing Platform for Action) in their policies and programmes.

3.1.5

Measuring the results for MDG 3

When interpreting the results presented in this chapter, it should be remembered that it is not easy to measure gender-based results. Since gender-related problems are often deeply embedded in cultural norms and customs, achieving results in this area (i.e., improving working and living conditions for women and girls) will take time. There are often few reliable indicators to measure progress, as well as a shortage of separate data on men and women. Nor are there sufficient impact evaluations showing which interventions are the most effective.

Within a period of two years, only modest steps will therefore be taken to ensure that governments, organisations and women are better able to set cultural transitions in motion and keep them going. This report tries to show which of these steps the Netherlands has contributed to at each level (international, national and local) and in what way it has helped (strengthening institutional, cultural or individual capacity).



3.2

General progress and trends

Although exact figures are not available, women are thought to be overrepresented in poor communities.² The gender gap is also wider among the poor. The well-being of poor households depends primarily on the productive and reproductive capacity of women. A growing number of households have a woman as their head or main breadwinner. The official indicators for achieving MDG 3 (see section 3.1.1.) show that progress is slow. Of the 113 countries with no gender parity in primary and secondary education in 2005, only 18 will reach this goal in 2015. And while the share of women in non-agricultural paid employment has risen from 35% in 1990 to almost 40% in 2008, two-thirds of women in developing regions still work in the informal sector. The percentage of women in national parliaments has risen from 13.5% to just under 18% since 2000.³

This section will explain, for each strategic priority, the importance of the interventions, the relevant global trends and how the Netherlands has contributed to reaching the various targets. The results are presented in the form of the results chain shown in chapter 1.

3.2.1

Enrolment in post-primary education

Global trends

As shown in table 3.1, more women can now read and write in the majority of partner countries than in 2006. Considerable progress has been made in reaching gender parity in primary and secondary education since 1990, especially in South Asia. Significant strides have also been made in the Middle East, North Africa and Sub-Saharan Africa. In 2008, more girls were enrolled in secondary and tertiary education than in 2006. Even so, gender gaps in secondary and tertiary education are still very wide, especially in regions where fewer girls attend primary schools. There are still many obstacles preventing girls from going to school. In Sub-Saharan Africa, sexual abuse of girls by teachers and teenage pregnancies are very common. Lack of sanitary facilities for girls and the distance they have to travel to get

Table 3.1 Post-primary education in the partner countries, 2006-2008

(Source: Global Gender Gap Index, 2006-2008. Data from other countries can be found at www.minbuza.nl)

	Literacy		Enrolment in secondary education		Enrolment in tertiary education	
	% of women	% change in 2006-2008	% of women	% change in 2006-2008	% of women	% change in 2006-2008
Bolivia	85	4.9	70	-4.1		
Yemen	40		26	23.8	5	0.0
Ghana	58	16.0	43	22.9	4	100.0
Colombia	93	0.0	68	17.2	32	14.3
Pakistan	40	11.1	26		4	33.3
Macedonia	95	1.1	80	0.0	35	6.1
Nigeria	64	8.5	23	-8.0	8	14.3

3.2.2

Time-saving through better infrastructure

to school cause some parents to keep their daughters at home. Adjusting curricula to the needs of women and girls is another important prerequisite for encouraging their participation in education and hence in employment.

In regions where there is practically no gender gap in primary education, girls generally go on to secondary education whereas a higher proportion of boys enter the labour market. In three regions more girls attend secondary school than boys: East Asia, Southeast Asia and Latin America and the Caribbean.⁴

The Netherlands' input

The donor community contributes to these global improvements in education for girls and women. The Netherlands plays a role in this process, primarily by investing in institutional improvements (infrastructure, regulations and ensuring the availability of resources). For example, it supports a fund in Burkina Faso that pays for teaching materials and latrines, enabling younger girls to go to school. It has also enabled some countries to introduce scholarships for girls (Burkina Faso, Kenya, Macedonia, Mozambique) and for specific target groups:

- Single mothers (Bolivia);
- Female victims of the conflict in northern Uganda (Uganda);
- 600 female pupils who are staying at home to care for parents with AIDS (South Africa). In addition to the scholarship, social workers ensure that they can continue going to school.⁵

Various forms of adult education have been set up, for example in Yemen, where there is a programme offering basic training to young unskilled women. Yemen has also trained 1,500 women teachers, as a result of which more girls are attending school and the teacher-pupil ratio has improved.⁶ Moreover, their training gives these female teachers a better position in society. In Indonesia, participation by mothers in parent-teacher associations has proved an effective way to reduce the dropout rate among girls. In Ethiopia, participation by girls in school clubs has made them more assertive and encouraged them to develop more leadership skills.

Oxfam is running a project to improve government accountability by strengthening the capacity of local NGOs to supervise gender planning and budgeting at national and local level.

Global trends

Women and children in Africa spend an estimated 40 billion hours each year collecting water and firewood. This is equivalent to one year's work by the entire working population of France. The time women spend each year collecting drinking water is over 700 hours in Ghana, 500 hours in Tanzania and 200 hours in Zambia.⁷ A study carried out in Kenya found that the construction of sand dams reduced the time women spent collecting water for their households from 140 to 90 minutes.⁸ The vast majority of these women used the time they saved to earn an income or engage in agricultural activity, including collecting more water for crop irrigation. However, the situation is complex, since the real impact of reducing these time burdens – that is, how women actually spend the extra time available to them – depends on a range of factors. For instance, encouraging more girls to start or continue attending school requires basic sanitation as well as more time.

The Netherlands' input

Dutch government policy comprises a number of spending targets to improve the position of women by providing time-saving infrastructure. This includes building infrastructure which will provide 50 million people with clean drinking water and 10 million people with renewable energy. Dutch support has helped improve access to water in several countries:⁹

- In Pakistan, over half a million women in rural areas have gained access to water and electricity generated by wind turbines.
- In Bolivia, in addition to drinking water facilities benefiting 96,390 people, Dutch funding has also been used to install latrines for 84,800 people and solar-powered hot showers for 108,000 people.¹⁰
- In Ukraine, partner organisations of Women in Europe for a Common Future (WECF) have installed better lavatories in schools. This has raised attendance among girls and resulted in a 20% reduction of the helminth bacteria within the space of a year.¹¹

Sustainable drinking water facilities require more than infrastructure alone, however. The Netherlands is therefore calling for social structures and women's skills to be improved so that the specific needs of women are taken into account in the design and implementation of water programmes (Bangladesh, Indonesia, Vietnam, Suriname). In Indonesia, a group of women have succeeded in getting investments for road-building and irrigation diverted to the construction of public lavatories and wash places. In Guatemala, over 500 women (and nearly 300 men) are playing an active role in integrated water management. Their efforts have substantially improved access to water and led to a reduction in water-based conflicts.

Investments in clean drinking water must be accompanied by investments in energy provisions. Hivos is supporting a large-scale biogas programme in Cambodia (3,000 biogas installations). The programme is having a major positive impact on women, who no longer need to spend as much time or money organising the collection of firewood or other fuels. A major secondary benefit is the reduction of health problems associated with traditional wood-fired stoves. In Tanzania, the development organisation Tatedo has installed efficient smokeless ovens in 6,000 households. These ovens burn up to 50% less wood, significantly reducing the time and/or money women spend on organising the collection of fuel. The introduction of special cookers in Rwanda means that in some rural areas, women no longer have to gather firewood.¹²

3.2.3

Well regulated property and inheritance rights

Global trends

Many countries such as Bangladesh, Guatemala and Rwanda now have national laws granting women equal rights to land. In others, customary law predominates and women cannot own property. This hampers their opportunities, for example, to start their own businesses. Lawsuits claiming ownership rights for women, as in Kenya, still meet with considerable opposition.

The Netherlands' input

In Bangladesh and in Bolivia, many women have acquired titles to land through activities supported by Dutch embassies. In Bangladesh, the Netherlands supported the Char Development and Settlement Project, which has facilitated the transfer of land ownership to a thousand women.¹³ Obtaining rights to land strengthens women's status and gives them collateral for microcredits. In 2005, Guatemala introduced a land registry act giving women access to land, with support from the Dutch embassy. To ensure that equal rights are genuinely upheld, institutions need to have the capacity to enforce them. The Netherlands is therefore supporting an FAO project in Mozambique in which training in sustainable legislation and rights for women is given to judges and government officials at decentralised level. These developments are strengthening social structures and contributing to the acceptance of women's rights and their right to self-determination.

Dutch support for various organisations in Yemen has enabled women to increase their knowledge of legislation and obtain legal aid. Strengthening these organisations guarantees their independent long-term survival. In collaboration with CARE, the Netherlands has helped to improve the way their organisation and management and a strategic multiyear plan has been developed. Poorly performing income-generating activities have been improved or wound down and a working database has been set up for members.

The Dutch embassy in Zambia is providing similar support to the National Legal Aid Clinic for Women (NLACW). This local organisation gives legal aid to marginalised women to help them resolve problems relating to inheritance, land and property rights and marriage. A growing number of women are now using the service (3,680 in 2006 and 5,119 in 2007), which has helped to increase their self-awareness and individual empowerment.¹⁴



3.2.4

Formal employment and equal opportunities on the labour market

Global trends

Although labour participation among women (that is, the percentage of women in paid employment or actively seeking work) rose in all the partner countries between 2006 and 2008 (see table 3.2), the percentage of women in employment in all the regions was still lower than that of men. The gap is widest in South Asia, the Middle East and North Africa. Nearly two-thirds of women are employed in insecure jobs in the informal sector. In South Asia and Sub-Saharan Africa, this proportion is as high as 80%. Women are also disproportionately represented in part-time, seasonal and temporary work, as a result of which they have less social and economic security. Despite an increase in the number of women on the labour market, there is still a wide income disparity between men and women. In some countries (Bangladesh and Bolivia), women earn roughly half of what men are paid for doing precisely the same work. In a number of countries, this disparity has widened further. The traditional view that women should take care of children and the household is a major obstacle to women entering the labour market.

The Netherlands' input

The Netherlands has contributed to improvements in legislation on secondary terms of employment such as maternity leave (Tanzania, Yemen), childcare, working hours, pensions (Yemen) and safe transport (Pakistan). Support from the International Labour Organisation (ILO) has been used to establish a Directorate-General of Women Workers in Yemen, which plays a key role in enforcing international labour standards, gender parity and social dialogue. A successful media campaign on employment rights has been launched in cooperation with the government. A number of countries, among them Uganda, are using positive discrimination to recruit more women into the labour market. In Kenya, 25% of all applicants to join the police force must be women. Women in various countries are also making use of professional training provisions:

- in Pakistan and Yemen respectively, 700 and 1,500 women teachers from rural areas have been trained and will be offered a job through the government once the project has ended;¹⁵
 - in Bolivia, more than 3,000 women have been given training in non-traditional forms of employment in the productive and services sectors;¹⁶
 - in Rwanda, South Africa and Bolivia, teachers are encouraging girls to opt for technical subjects.
- Special attention is being given to the provision of microcredits to women. 70% of the Hivos-Triodos Fund customers who are given loans and technical supervision are women, and in Macedonia, 43% of all new loans are taken out by women. Organisations such as ProMujer in Bolivia, CrediMujer in Peru and MicroStart in Burkina Faso cater exclusively for women. Most microfinancing institutions work on a group loan principle. This enables women to borrow capital without collateral and improve their organisational skills. In Bolivia, women who have been given loans by ProMujer are more active in local organisations than those without (44% compared to 21%). They are also more than twice as likely to assume leadership roles within these organisations.¹⁷ The Netherlands provides financial support to the Women's World Banking network, which now has 54 microcredit agencies and banks in 30 countries benefiting 21 million micro-entrepreneurs.¹⁸ Despite the many positive results achieved through microcredits, there are also some less successful outcomes. In Tanzania, the size of the loans awarded to women increases their workload but is not enough to lift them out of poverty. As a result, the women are confined to small-scale activities in the informal sector and have to work harder to generate a modest increase in revenue.

3.2.5

Participation in national and local politics

Global trends

Although the Beijing Platform for Action recommends that governments allocate 30% of their parliamentary seats to women, this advice has not been followed in all partner countries. Women are represented in greater numbers in systems where quotas have been introduced, and in most regions there has been a significant rise in the number of female MPs over a longer period (since 1990). The share of women in national parliaments lies between 0% (Yemen) and 49% (Rwanda). The average in 2008 was 17% (16% in 2006). As well as in Yemen, the percentage of women in parliament has declined in Colombia and Nicaragua. Very few partner countries have female heads of state. In many, there appears to have been a sharp rise in the number of female ministers but the ratio is still very low. The dramatic decline in the number of female ministers in the four fragile states mentioned (Colombia, Guatemala, Pakistan and Sri Lanka) is particularly striking. With the exception of 2005 and 2007, the share of female MPs in these countries has continued to fall year on year.¹⁹

The Netherlands' input

Over the past two years, the Netherlands has invested mainly in strengthening women's individual capacities to increase their participation in the political domain. In Mali, Yemen and Egypt, female candidates have been trained prior to local and national elections and campaigns have been launched to make female citizens aware of the importance of elections. Women have become more self-reliant by obtaining knowledge about the rights of women in politics, finding out how to present a political argument, and establishing networks on which they can fall back following setbacks, such as intimidation by conservative opponents.

Table 3.2 Equal opportunities on the labour market

(Source: Global Gender Gap Index, 2006-2008. Data on other countries can be found at www.minbuza.nl).

	Labour participation by women		Women in non-agricultural paid employment	Income parity	
	% of women, 2008	% change in 2006-2008		% of women as a proportion of the total working population, 2008	Ratio of women to men, 2008
Bangladesh	55	3.8	23	0.50	22.0
Bolivia	65	3.2	37	0.45	-4.3
Ethiopia	74	4.2	41	0.59	-9.2
Pakistan	34	3.0	9	0.58	5.5
Egypt	22	10.0	21	0.83	9.2
Indonesia	53	3.9	31	0.74	-6.3
Albania	55	12.2	32	0.68	-4.2

3.2.6

Violence against women

In Egypt, one of the trained women was elected to the Senate and a further 2,621 were voted onto local councils (compared with 774 in the previous elections).²⁰ A woman being elected to the Egyptian Senate is unusual since the other female senators are appointed by the president. Participation at community level often acts as a springboard for women's involvement in the wider political domain. This is the case in Pakistan, Indonesia and in Bangladesh, where women are represented on water management committees and parent-teacher associations and have helped to take decisions about the reconstruction process following the 2006 tsunami. Women's personal skills have improved, as has their access to credit (Indonesia). Other steps toward cultural change have been achieved through the influence of the media. In Egypt, a women's organisation set up a unit to monitor violations of women's rights in the media. As a result, media employees have become far more sensitive to gender aspects, and this has led to a public debate on the participation of women in politics. At institutional level, practical obstacles are often a stumbling block to participation by women. The Dutch embassy in Bolivia supported an organisation which issued approximately 60,000 women with birth certificates, which they needed in order to be eligible to vote.²¹ Determined lobbying by the embassy in Nicaragua helped to introduce a law requiring the government to integrate gender into policy and guarantee access to public sector programmes for women.

Global trends

Domestic violence is estimated to kill as many women aged between 15 and 49 as cancer and causes them more health problems than traffic accidents and malaria combined.²² Figures published by the World Health Organisation show that in Ethiopia, Bangladesh and Tanzania, 49%, 37% and 33% of women respectively have experienced physical violence by a close partner.²³ In many countries, women fail to report domestic violence because they have no confidence in the police, know that prosecutions are rarely brought, are scared that their husbands may be sent to jail (Mozambique), are ashamed to publicly admit to being abused (Tanzania), are frightened of the consequences (Ethiopia), do not believe that domestic violence is sufficiently serious (Bangladesh, Tanzania) or simply accept the fact that women are beaten (South Africa). In countries where awareness of violence against women is greater because there is legislation in place to tackle it (Indonesia and Georgia), the reporting rate is higher. More countries have now adopted legislation to tackle violence against women, or are drafting or preparing to implement such laws. The issue is also increasingly addressed by the media.

The Netherlands' input

Change begins with women and girls themselves and the communities in which they live. Because women are now becoming more organised, aware of their rights and confident in standing up for them, they are questioning the 'normality' of violence and the cultural rights of men to mistreat their

wives or partners. In Guatemala, for example, an organisation called Kaq'la is helping Mayan women to become more confident in reporting domestic violence to the authorities and in standing up for their rights. Various civil society organisations in Colombia are trying to combat trafficking in women by making potential victims (such as prostitutes) less vulnerable and improving their legal status. Organisations in several countries are working to raise awareness within local communities and authorities. They include CSOs in Nigeria and the 'We can end all violence against women' campaign in six South Asian countries, to which more than 1,800 organisations are affiliated. However, as violence against women claims victims on a daily basis, many organisations also provide direct support in the form of shelter or legal aid. In Ghana, the human rights organisation The Ark provides around a thousand women with direct support of this kind, as well as generating more awareness in their local communities. The Dutch embassy in Ethiopia supports initiatives to coordinate the work of 25 such CSOs, and the Netherlands Local Women Fund in Indonesia receives financial assistance to combat domestic violence. Women's shelters have been opened and a legal aid network has been set up. Awareness of relevant legislation, support facilities and procedures is being increased among local governments and religious leaders. In addition to being given medical, legal and psychological help, women are also taught skills to make them more self-reliant. A major benefit of these initiatives is that they have persuaded various authorities to work together more effectively, given that the shelters bring

Working on MDG 3 in Bolivia

The work of the Dutch embassy in Bolivia is a good example of a clearly considered strategy to meet MDG 3. All the partners, both governments and NGOs, were asked to formulate and implement a gender strategy to ensure that their programmes would help to improve the position of women ('gender mainstreaming'). To consolidate these efforts, the embassy is helping the Women's Vice-Ministry to implement the intersectoral strategic gender plan, which defines gender-based responsibilities for each sector. The water and irrigation subsector is thus formulating a five-year plan based on equal access and consumption for men and women. Access to primary education in Bolivia is the same for boys and girls, but gender inequalities widen beyond that stage. The Netherlands is therefore supporting efforts to make technical education more accessible to women through the Bolivian NGO Fautapo. The programme selects more women than men and encourages their participation in non-traditional training courses. This has led to an increase in the number of women trained. Fautapo also helps women to secure loans, and awards grants to single mothers so that their children can go to a crèche while they study. On completing their course, 80% of these women find work in the profession for which they have been trained, thereby directly improving their circumstances. To improve land and inheritance rights, the embassy supports the issuing of land titles to women. This enables women to strengthen their economic and social position and makes longer-term investments more attractive, thereby boosting their productivity. More land ownership documents have been issued to women in the last two years. Joint ownership by women and men is also more common. By supporting funds that provide women with start-up capital, the embassy is helping to narrow the gender gap on the labour market. These efforts have been positively evaluated and adopted by the UNDP and by the vice-ministry for gender, which has now established a broader programme at national level. This will eventually lead to an increase in women's incomes.

Table 3.3 Political participation by women

(Source: Global Gender Gap Index, 2006-2008. Data marked with * are taken from the World Bank GenderStats 2007)

	Women in parliament		Women in ministerial posts	
	% of women in parliament, 2008	% change in 2006-2008	% of women ministers, 2008	% change in 2006-2008
Burkina Faso	15	25.0	14	-6.7
Yemen	0	0.0	6	100.0
Nicaragua	19	-9.5	33	135.7
Rwanda *	49			
Colombia	8	-33.3	23	-36.1
Sri Lanka	6	20.0	6	-40.0
South Africa	33	0.0	45	9.8
Peru	29	0.0	29	141.7



3.2.7

Women in conflict regions

women into contact with the police and the courts, and with future employers. In Indonesia, a deliberate policy is being pursued to employ men in women's shelters so that they can make other men more aware of the undesirability of domestic violence.

In some countries, embassies and local CSOs have lobbied for better legislation (Bangladesh, Mozambique) and endorsed stricter enforcement (Ghana, Albania). Governments are also being given help to develop national strategies and action plans to combat domestic violence, such as taking zero measurements (Guatemala, Macedonia, Bangladesh). In Ethiopia, police officer training has resulted in more women reporting violence and in specific cases being more commonly discussed on radio and television. More prosecutions are also being brought. At the end of 2008, the American Bar Association used aid from the Netherlands to launch a reform of the entire judicial system in a province of the Democratic Republic of Congo, ranging from the capacity of the police force to the conduct of investigations, and from mobile courts to prisons.

Finally, the Netherlands is also playing a role in the drafting of international agreements. The UN Division for the Advancement of Women is using a grant from the Netherlands to set up a database containing information and examples of good practice to combat violence against women worldwide. The Council of Europe is also providing input. A series of EU directives on violence against women is also being drafted, partly at the instigation of the Netherlands. They will be used as pointers and guidelines for EU representatives and EU member states to make third countries more accountable in their efforts to combat violence against women.

Maintaining peace and security is vital if women are to improve their position in society and MDG 3 is to be attained. Involving women and children in demobilisation processes and taking account of gender relations in the provision of humanitarian aid and reconstruction processes is therefore essential. Giving women a greater voice assists conflict resolution and helps to create a safer and more stable environment in which to live.

The international context

The adoption of UN Resolution 1325 on Women, Peace and Security by the Security Council in 2000 created an international framework for giving systematic attention, recognition and support to the role of women in conflict and post-conflict situations and peace processes. Resolution 1325 was a major focus of attention in 2007 and 2008. On 19 June 2008, this resulted in the adoption of a supplementary Resolution (1820) establishing an explicit link between the need to end sexual violence in conflict and sustainable peace and security. Partly in response to this Resolution, the UN Organisation Mission in the Democratic Republic of Congo (MONUC) has given priority to protecting the civilian population and more rigorously combating sexual violence, following an extension of its mandate in December 2008. The UN has also reaffirmed its zero tolerance policy towards its own personnel.

Dutch National Action Plan on Resolution 1325

In 2007, Dutch NGOs, universities and the government drew up a National Action Plan for implementation of UN

Resolution 1325.²⁴ An example of specific cooperation based on the plan are the working sessions and network meetings of the Netherlands Women's Council and its partners from the Great Lakes Region, the Balkans and South Asia via the Women for Sustainable Peace Platform (VDV). This has led Bosnian, Croatian, Kosovan and Serbian women's organisations to join together in a Balkan-wide women's peace network. In 2008, they launched a joint campaign to transform the prevailing culture of mistrust and hatred in the region into one of tolerance and reconciliation.

The international women's human rights organisation Women's Initiatives for Gender Justice, which receives financial support from the MDG 3 Fund, represents the rights of women during and after armed conflicts. It lobbies local law enforcement agencies to bring charges against those who commit gender-based violence. It also works with local organisations to inform women of their rights and of the activities of the International Criminal Court (ICC). It reports specific cases to the ICC and advocates the inclusion of gender-based violence in prosecutions. In 2008, women directly affected by the conflict in northern Uganda were invited to the negotiating table for the first time.

Resolution 1325 touches on various aspects of foreign policy, from security policy to humanitarian aid and reconstruction. The integrated 3D approach (diplomacy, defence and development) is the point of departure for implementing the Dutch National Action Plan. A specific example of

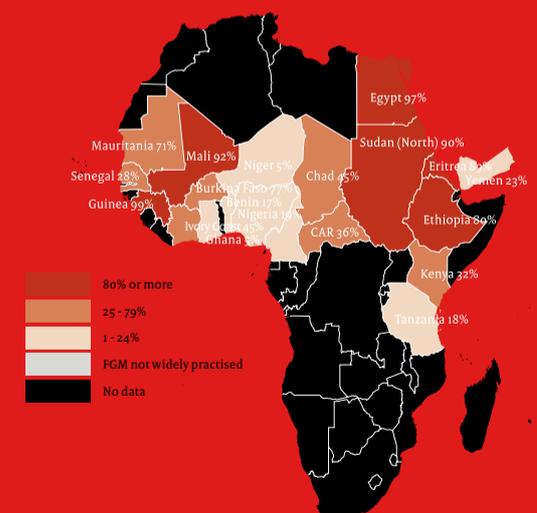
Reducing female genital mutilation

Female genital mutilation (FGM) is extremely common in a number of African countries (see map). UNICEF has established that between 100 and 140 million women worldwide have been subjected to the practice. However, it is gradually becoming clear, partly through recent studies by UNICEF and the WHO, that female genital mutilation can be effectively tackled at community level if it is banned by religious or community leaders. The joint Statement on Eliminating Female Genital Mutilation, which was issued in 2008 by ten UN agencies, among them WHO, UNFPA, UNIFEM and UNICEF, is committed to the worldwide eradication of FGM within a generation. This goal is being widely pursued. The Dutch-funded International African Committee on Traditional Practices (IAC) is active in 28 African countries and collaborates with national committees in which NGOs and national governments are working together to combat FGM. In recent years, the IAC has helped to promote the drafting of laws to combat FGM in 16 countries. This in turn has resulted in more cases being brought to court, including nine in Burkina Faso. Information gatherings have been held for young people; in five countries, FGM has also been given substantial media coverage.

The Dutch embassies in Burkina Faso, Ethiopia, Eritrea, Uganda, Egypt and Yemen are actively combating FGM in various ways. In Uganda, where the practice has become less common in recent years, the embassy is supporting a local organisation which is trying to persuade the government to introduce legislation against FGM. In Ethiopia, midwives who have renounced FGM have been retrained by the Kembatta Women's Self Help Association to become family planning advisors. In Yemen, there is a view in certain quarters that FGM occurs only sporadically, whereas statistics show that in some regions the prevalence rate is in fact 95-98%. A widespread information campaign on the harmful effects of FGM is therefore being conducted. In Ethiopia, legal support is being offered to victims; the service has already been used by 175 women in just three months.

Percentage of women aged between 15 and 49 who have undergone FGM, 2005

(Source: FGM: statistical research, New York, UNICEF; 2005)



Political participation of women in Yemen

(Source: UN Task Force on Education and Gender Equality, 2005)

In Yemen, women have played a limited role in politics (only one of the 301 MPs is a woman) despite the fact that they have had voting rights and been eligible for election since unification in 1990. Over the past year, the Dutch embassy in Yemen has therefore supported efforts by both the president and women's organisations to introduce a quota for women on electoral lists. This led a group of women's organisations to send a proposal to the presidential commission charged with reforming the country's electoral laws. They suggested a legal amendment under which political parties would have to ensure that at least 15% of their candidates in both national and local elections were women. The proposal tied in with ideas that President Saleh had been putting forward since his re-election. The embassy supported the initiative by providing strategic advice, help in facilitating the exchange of information, translation and advocacy. Unfortunately, these efforts did not result in the adoption of the quota, partly due to strong resistance from the conservative opposition, which argued that the proposal was undemocratic. This example clearly shows how a conservative Islamic opposition can carry more weight than the combined strength of women's organisations, even when they have the backing of the country's president.

how this works can be seen in Afghanistan. Dutch military personnel on peacekeeping missions are given special context-relevant training on the roles and position of women in peace processes. They also use a checklist on gender aspects in their operational planning processes. As a result, the Dutch Provincial Reconstruction Teams (PRT) have found ways to gain access to, and communicate with, Afghan women. They are thus able to listen to their views and take them into account. The local Dutch embassy is also supporting education for girls, lobbying for salary increases on behalf of women teachers, financing the construction of a women's unit in the hospital at Tarin Kowt and giving support to female parliamentarians and activists.

3.2.8

Financial and non-financial inputs

Due to gender mainstreaming (incorporating gender aspects in policy-making), it is difficult to gauge the precise amounts spent on gender in each channel. It is therefore important to recognise that the figures shown below do not imply that gender was not taken into account in other forms of spending.

Gender-related spending by bilateral and multilateral organisations has risen sharply due to the specific prioritisation of gender in 2007. NGOs have always spent a relatively large share of their budgets on gender. Hivos, for example, allocates 15% of its grants to gender and diversity. To generate specific attention for gender, the Netherlands has made a number of targeted financial contributions to pro-gender catalyst initiatives

- Five million euros in 2006 for the UNDP Gender Thematic Trust Fund (established in 2006-2007);
- One million US dollars per year between 2006 and 2008 for the WHO Gender Partnership Programme;
- 8.05 million US dollars in 2008 for the UN Violence Against Women (VAW) Trust Fund (administered by UNIFEM);
- 700,000 US dollars to establish a UN database on violence against women to implement the UN Resolution on violence against women;
- One million US dollars to UNIFEM in 2007 to combat violence against women in Afghanistan.

MDG 3 Fund

In 2008, the Dutch government decided to allocate US\$ 70 million from the MDG 3 Fund 'Investing in Equality' to support 45 projects run by non-governmental organisations in Africa, Asia and Latin America. The fund aims to finance activities that lead to concrete improvements in equal rights and opportunities for women. It gives priority to the themes of property and inheritance rights (six projects, 8,843,048 euros), labour participation (two projects, 5,877,000 euros), political participation (eight projects, 13,845,673 euros) and combating violence against women (13 projects, 19,646,257 euros). A further 16 projects target three or more of these priorities (21,742,700 euros). Over 14 million euros of the fund's overall budget is intended for organisations working in the field of women, peace and security.

Public diplomacy: raising the gender issue

Efforts to achieve MDG 3 call for a broad strategy which extends beyond development cooperation to political dialogue and diplomacy. The rights of women and girls are increasingly placed high on the agenda by senior embassy officials. As one ambassador puts it: 'If you want your partner country to take gender seriously, make sure it's the ambassador or head of development cooperation who raises the issue at the highest level. That sets a good example.'²⁵ At international conferences and during bilateral talks, in speeches, interviews and on official trips, countless opportunities are taken to draw attention to gender in relation to all the themes addressed by the Ministry of Foreign Affairs. Ambassadors have given newspaper interviews about programmes to combat violence against women (Bangladesh), asked questions on official visits about the participation of women in local government (Mozambique), converted the launch of programmes to combat violence against women into public events, and posted accounts of them on embassy websites (Macedonia). Many embassies and NGOs use international anniversaries such as 6 February (Anti-Female Circumcision Day), 8 March (International Women's Day) and 25 November (International Day for the Elimination of Violence against Women) to stage events to highlight the gender issue and Dutch policy on gender.

The Netherlands also puts pressure on multilateral organisations to devote more attention to gender by calling for clearer indicators to measure the results of programmes run by these organisations. UNFPA, for which the Netherlands is the biggest 'core' donor, has adopted gender and

the elimination of violence against women as one of its priorities. The policies of the UNDP, UNHCR and WHO also have a strong gender focus.

Women's organisations in the partner countries, their partner organisations in the Netherlands and international networks all have a large volunteer potential. In recent years, donors have accepted this as a contribution to projects by these organisations. Such contributions can account for between 25 and 50% of the total contribution, expressed in financial terms, depending on the type of project involved.

1 The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), which was adopted in 1979 by the UN General Assembly, is often described as an international bill of rights for women. It defines what constitutes discrimination against women and sets an agenda for national action to end such discrimination.

2 UN Task Force on Education and Gender Equality.

3 UN MDG summit, September 2008.

4 United Nations, The Millennium Development Goals Report 2008.

5 Dutch embassy, Pretoria.

6 Dutch embassy, Sana'a.

7 ActionAid, 2008.

8 W. Rhebergen, E. de Bruijn (2006), Socio-economic impacts of the construction of sand dams on communities in Kitui District, Kenya.

9 See MDG 7 for quantitative data on access to clean drinking water and basic sanitation.

10 Dutch embassy, La Paz.

11 WECF.

12 Hivos.

13 'Char' is submerged land which is flood-free in the dry season and can be used for agricultural production.

14 Dutch embassy, Lusaka.

15 Sources: Dutch embassies, Islamabad and Sana'a.

16 Dutch embassy, La Paz.

17 ProMujer, 2007.

18 Women's World Banking, 2009.

19 The Millennium Development Goals Report 2008.

20 Dutch embassy, Cairo.

21 Dutch embassy, La Paz.

22 UN Task Force on Education and Gender Equality, 2005.

23 WHO, 2005.

24 Signed by the Minister for Development Cooperation, the Ministers of Defence and of the Interior and Kingdom Relations and representatives of Dutch civil society organisations and universities.

25 Ambassador Hans Blankenberg in: Goede wil alleen is niet genoeg, 2007; page 25.

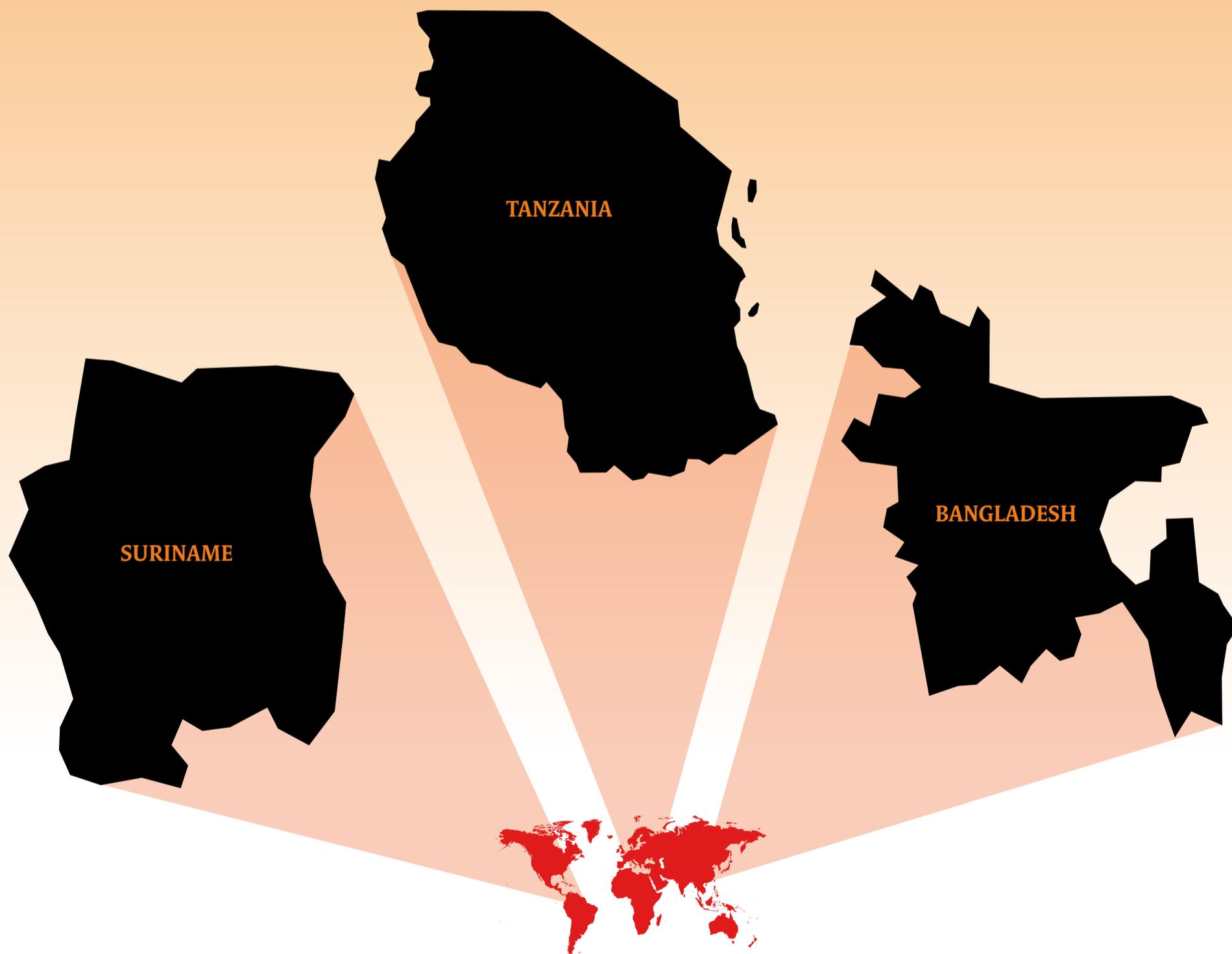
Figure 3.2 MDG 3 expenditure by funding channel (millions of euros)

(Source: Ministry of Foreign Affairs, FEZ)



3.3

Country cases



3.3.1

Tanzania



The case of Tanzania clearly shows that an embassy can achieve successful results in terms of gender using a high proportion of general and sectoral budget support. It also confirms that cultural change is a prerequisite for sustainable gender parity, and that an embassy and MFOs can each contribute to this change in a way that is different yet mutually complementary.

Cultural factors an obstacle for women

Tanzania presents a mixed picture in terms of improvements in the position of women and girls. In recent years, the percentage of women in parliament has remained stable at 30% and the number of female ministers has risen by 40%.²⁶ Tanzania's 2007 Poverty and Human Development Report contains examples of improvements in the quality of education, including an increase in teachers and teaching materials. More attention has been given to girls in the development of education plans and positive discrimination has led to a rise in the percentage of girls in secondary and tertiary education from 27% to 38%, and in the technical sciences from 28% to 40%. The government has trained more women than men to better equip them for senior posts, and this has resulted in a 16% increase in women judges and a rise in the proportion of female civil servants from 14% to 18%.

Nevertheless, women are deriving only limited benefits from these improvements. The biggest stumbling blocks appear to lie in cultural factors. Communities are based on a patriarchal structure in which male dominance dictates traditional norms, customs and attitudes. This imbalance of power can also lead to gender-based violence. According to information published by the World Health Organisation in 2005, the initial sexual experiences of approximately 15% of women in Tanzania are non-consensual. Domestic violence also goes largely unquestioned. Although 88% of women work, they are still paid less than men. This inequality gap has widened by more than 10% in recent years.²⁷

Legislative reform

Tanzania's constitution prohibits gender-based discrimination. The government has ratified most of the international conventions on gender, such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). There is a national strategy in place for gender development, and a policy to integrate gender into all government policies and programmes. Budgeting workshops have been organised to this end. The decentralisation drive that is now taking place will make decision-making processes more accessible to women. A constitutional amendment was recently adopted specifying that women must account for at least 30% of parliamentary representatives.

In terms of individual development, women have been given training in leadership skills, knowledge of business and loans, and have been instructed in simple technologies which have widened their access to the labour market. The government and NGOs have presented joint awareness-raising programmes on women's rights to parent-teacher associations and pupils - a first step towards changing prevailing cultural and traditional norms. The government recognises the human rights of women and has successfully prevented more than a hundred girls from being circumcised through the provision of information by community elders. In response to the efforts of community-based organisations and political pressure from national CSOs, the government has adopted a National Action Plan to Eliminate Violence against Women.



Population	35,922,000
Area	883,749 km² (21.3 x the Netherlands)
Capital	Dodoma
Religion	Tanganyika: Christian 30% Islam 35% Taditional beliefs 35% Zanzibar: Muslim 99%
Ethnicity	Nyamwezi and Sukuma 21% Swahili 9% Hehet and Bena 7% Makonde 6%

Birth rate	38 births / 1,000 inhabitants
Mortality rate	16 deaths / 1,000 inhabitants
Infant mortality	96 deaths / 1,000 births
Life expectancy	45 years
Illiteracy	30.6 % (>15 years old)
Food supply per capita	8,198 kJ per day (2003)
Health care	1 doctor / 25,000 inhabitants (2002)
Vaccination rate	95% (2003)
Employment	
in agriculture	84.4%
Employment in industry	5.0%
Employment in services	10.6%

Purchasing power (GDP) per capita	€621
Growth in GDP 1990-2003	1% per year
per capita	1% per year
Exports	Gold, coffee, cashew nuts, cotton, sisal, tea, tobacco, diamonds, manufactures
Imports	Manufactures, machinery, vehicles, industrial inputs, petroleum
CO₂ emissions	0.1 tonne per inhabitant (2003)
Energy consumption	582 kg carbon equivalent per inhabitant (2002)
Energy balance	7% deficit (2002)

The Netherlands' input

The Dutch embassy is aligning its activities with the country's gender policy via a strategic gender plan with two specific goals: effective promotion and mainstreaming of gender parity and better equal access to local services. It is supporting efforts by the Ministry of Community Development, Gender and Children to integrate gender policy into strategies and programmes. As a result, five of the 23 ministries have now incorporated gender aspects in their plans. The budget support provided by the Netherlands gives the government enough scope to address themes like gender at the highest level and in a broader context. This has enabled a start to be made on devising a cohesive, government-wide approach to gender, for example by speeding up the appointment of gender focal points in each ministry. The Netherlands is heading this process in the health sector, decentralisation/local government and private sector development. The donors have divided gender-related tasks between them. The Netherlands and the UK aid agency DFID are focusing on financial sector development and the Netherlands and UNFPA are concentrating on health.

Civil society organisations in Tanzania are supporting women's efforts to hold the government more accountable, with support from the Dutch cofinancing organisations Cordaid, Oxfam Novib and Hivos. The Tanzania Gender Networking Programme (TGNP) critically monitors gender budgeting by all the ministries and regional and local departments, and the implementation of electoral laws to increase the number of women in parliament. The TGNP has also played a key role in including gender in the second poverty strategy (National Strategy for Growth and Reduction of Poverty, Mkukuta). To facilitate the implementation of this strategy, the TGNP is helping local women's groups to acquire leadership training. The Tanzania Gender Festival, which brings together thousands of men and women and addresses domestic violence, reproductive rights and taboo issues such as rape and HIV/AIDS, is also making a contribution. The gender festival has given rise to a number of strong coalitions and local networks which are moving these issues forward at grassroots level.

The lion's share of Dutch financial support for Tanzania (90%) takes the form of general budget support, basket funds (to which several donors contribute), silent partnerships (where a non-active donor finances the work of an active partner) and sectoral support. The total budget is approximately 70 million euros a year.

What have we learned?

Tanzania is at the forefront of creating a gender-sensitive legal structure and a positive political context for gender parity. Unfortunately, institutional developments are not keeping pace with day-to-day developments. Official knowledge about how to apply the relevant legislation and regulations is often inadequate and the negative influence of deeply embedded cultural beliefs is standing in the way of improvements in the position of women and girls. The mutually reinforcing activities that have been pursued for many years by women's organisations, MFOs and organisations supported by the Dutch embassy in Tanzania – all of which are designed to make women more self-reliant and gender parity institutionally and culturally sustainable – are very gradually moving towards achievement of MDG 3. However, this will require many more combined, wide-ranging, sustained, structural and intensive efforts.

²⁶ Global Gender Gap Index, 2006-2008.

²⁷ Global Gender Gap Index, 2006-2008.





Tanzania

Peresi Lazaro Sentozi

Who?

Peresi Lazaro Sentozi (45), who lives in Dar es Salaam, is a street vendor of mobile phone cards, travel bags and soft drinks. She has a disability and receives help from a special fund for the disabled.

How did you get your job?

Twenty-four years ago, the authorities in my village allowed me to attend a school for the disabled in Dar es Salaam. I was chosen because I had nice handwriting. While I was at the school I lived with relatives and sold apples to pay for my upkeep. However, I couldn't earn enough and had to resort to begging until I was able to open a soft drinks kiosk with a special disability loan from Coca-Cola. However, after six years my kiosk was destroyed during a clean-up operation by the city police and I lost everything. After that I was given the chance to open a small business selling travel bags as a form of compensation. In 1998 I obtained a disability training grant which paid for me to go on a business management course. Then I got a small loan, and because my business did well and I was a loyal customer, my credit level was increased, which is unheard of for a disabled person in this country.

Can you describe your work?

As well as running several businesses, I spend most of my time selling mobile phone cards, including in the role of manager and service provider. I'm given a great deal of support by my husband, who is also disabled.

How important is your work?

My work means a lot to me. It enables me to support my family as well as seven orphans. I have a four-bedroom house and a tricycle which is also used to provide a taxi service. My main difficulties are rising rental costs and huge energy bills. I also employ four assistants in my shop whose salaries I have to pay.

How does your work relate to MDG 3?

Thanks to the success of my business, I'm helping to create a society in which men and women are equal and can enjoy the same rights and opportunities.

How do you feel about being dependent on foreign aid?

I don't mind the money being provided by donors as long as it supports the development of Tanzania, and especially that of poor women. After all, we run the businesses and make the repayments. In fact, I wish more international donors supported projects run by women and marginalised groups in developing countries like Tanzania.

What would you change if you were the Dutch Minister for Development Cooperation?

I'd support organisations that help disabled people in Africa.

Is there anything else you would like to say?

I think that more women in rural areas should have access to microcredits.

Text: Jane Zum

Photo: Jane Zum

3.3.2

Bangladesh



The World Bank describes Bangladesh as 'the shining new example in South Asia of a poor country achieving impressive gains in gender equality'.²⁸ Literacy levels among women rose by 55% between 2006 and 2008, to 48%. In the same period, participation of women on the labour market increased by almost 4% to 55% and income parity has improved by 22%, although women's earnings are still only half those of men.²⁹ In the December 2008 elections, women took 19 of the 345 seats in parliament (compared with just six in 2001), in addition to the 45 seats already reserved for female MPs. In 2008 Bangladesh was in 90th place on the gender index of 130 countries.³⁰

Women are becoming more self-reliant and vocal

The flourishing textile industry in Bangladesh has radically changed women's lives. A growing number have moved to the towns and cities to earn their own income. They live independently, having left behind the conservative, poverty-stricken rural areas where traditional views of women's roles predominate. As a result, it is increasingly becoming accepted for women to make a contribution to the household and family incomes. This improves their status and makes them more self-assured. The active women's movement is also encouraging more political participation among women. The leaders of the country's two biggest parties, both of whom are women, show that this is now a genuine possibility. As women become more self-reliant and vocal, violence against women and immunity from prosecution are becoming less acceptable.

Better legislation through cooperation between the government and NGOs

The National Women's Development Policy (NWDP), which the interim government published in March 2008, announced that in future a third of all seats in parliament would be reserved for women. The Bangladesh Election Commission has also ruled that to be eligible to register, political parties must ensure that 40% of their committee members are women. Opposition from some political parties has led to this proposal being shelved until 2020. However, a target of 33% has been included in the government's poverty reduction plan. The NWDP also proposed giving women equal property rights. This immediately met with strong opposition from Islamic fundamentalists,³¹ forcing the government to put the proposal before an advisory committee, which rejected it.

In 2008 the interim government approved the second poverty reduction plan for 2009-2011. One of its goals is to reduce violence against women by at least 50%. Another is to obtain better police protection for women. A bill to prevent domestic violence has been drawn up by the government in close cooperation with civil society organisations. It is now awaiting consideration by the Ministries of Women and Children and of Justice.



Population	138,448,000
Area	143,998 km ² (3.5 x the Netherlands)
Capital	Dhaka
Religion	Muslim 83% Hindu 16% (1998)
Ethnicity	Bengali 98% (2001)
Birth rate	30 births / 1,000 inhabitants
Mortality rate	8 deaths / 1,000 inhabitants
Infant mortality	61 deaths / 1,000 births
Life expectancy	61 years
Literacy	59% (> 15 years)

Food supply per capita	9,177 kJ per day (2003)
Health care	1 doctor / 5,000 inhabitants (2002)
Vaccination rate	85% (2003)
Employment in agriculture	50.3%
Employment in industry	14.8%
Employment in services	34.9%
Purchasing power (GDP) in capita	€1,770 (2003)
Growth in GDP 1990-20'03 per capita	3.1% per year

Exports	Clothing, jute, leather, fish, shrimps
Imports	Machinery, chemicals, iron and steel, textiles, food, petroleum, cement
CO ₂ emissions	0.3 tonnes per inhabitant (2003)
Energy consumption	221 kg carbon equivalent per inhabitant (2002)
Energy balance	20% deficit (2002)

The Netherlands' input

The development organisation BRAC,³² which is supported by Oxfam Novib, is running an extensive programme to increase the availability of food (food security) and strengthen the economic position of poorest of the poor, especially women. The Dutch embassy supports the BRAC WASH (water, sanitation and hygiene) programme, which is run by village groups of 11 members each, six of whom are women. This approach increases the participation and critical awareness of women at local level.

The Dutch embassy in Bangladesh is helping to strengthen the democratic performance of political parties, with special attention for female politicians, through the NGO 'Steps towards Development'. Between the beginning of 2007 and September 2008, Steps for Development trained a hundred women working locally for political parties. Thirteen put themselves forward for the 2008 municipal elections and four won seats.

The Netherlands is helping to combat violence against women through support for local NGOs, awareness-raising campaigns, more systematic registration of births and marriages and better access to the judicial system. It has introduced a pilot project for village courts and a model for community policing. In 2008 it published a booklet, *Breaking the Silence*, which was launched to coincide with an action plan to combat violence against women. The booklet presented statistics and detailed case studies on 21 women and girls who had experienced violence, and was used as the basis for a zero measurement and a database. These and other actions, such as the Oxfam GB-coordinated 'We can' awareness campaign, are part of a more extensive lobbying campaign to combat violence against women in Bangladesh. The Netherlands is contributing to the campaign, which involves a number of embassy-funded local women's organisations, through the MDG 3 Fund.

The Dutch embassy in Bangladesh is actively working with donors, the government, UN agencies, local NGOs and women's organisations to increase gender parity. The Netherlands' total financial contribution to MDG 3 in 2009 is approximately 3.5 million euros.³³ Gender mainstreaming is being pursued in the education, health and water sectors, in all of which the embassy is active. Gender is a cross-cutting theme in the good governance and trade sectors. The Dutch embassy is actively contributing to gender policy by including gender on the agenda in its political dialogue with ministers, governors, local authorities and NGOs.

What have we learned?

Women must become economically self-sufficient if they are to gain equal rights with men. This will not be achieved without political commitment from the Bangladeshi government. The interim government did not ultimately have enough internal support to formulate and implement a national women's policy. Lack of open government (transparency) regarding interventions, specific agreements between donors on how to coordinate aid (harmonisation) and overall donor coordination continue to give cause for concern. The Bangladeshi government also needs to launch a national action plan on combating violence against women. Only then can the interventions being made by different actors be properly harnessed to maximise their impact. Finally, strategic involvement by an ambassador has been shown to open many doors.

²⁸ World Bank, 2008, *Whispers to Voices, Gender and Social Transformation in Bangladesh*.

²⁹ *Global Gender Gap Index, 2006-2008*.

³⁰ In 2006, Bangladesh was in 91st place out of 115 countries. In 2007 it was in 100th place out of 128 countries.

³¹ *Vrouwenbeweging Bangladesh zet zich schrap, Volkskrant, 20 May 2008*.

³² BRAC is the world's biggest NGO, employing 45,000 staff. 18% of its budget comes from donor contributions.

³³ This covers all activities aimed at strengthening women's rights (including the registration of births), combating violence against women and increasing the political participation of women.





Bangladesh

Julekha Begum

Who?

Julekha Begum (55) is a businesswoman and chairs the local women's movement. She lives in Kurigram, 400 kilometres from the capital Dhaka.

How did you become involved in the women's movement and what is your position?

After the premature death of my husband, I had to find a way to feed my family. One day I met someone from the local workers' union and in 1995 I joined a special women's group. One of the things I did was arrange for the introduction of microcredits in Kurigram. Through the trade union, I was able to attend various training courses on women's rights. In 1999 I became vice-chairman of the municipal council and in 2002 I was elected chairman. I also chair a special arbitration committee, the women's forum and the disaster committee.

What does your work involve?

I help to combat violence against women and children, partly by trying to reduce the number of early marriages and the incidence of polygamy and by encouraging the systematic registration of births and marriages. Our association lobbies for the appropriate use of local public resources, such as the legal aid fund, and the use of hospital facilities. As chairman, I formulate policy, preside over meetings and am responsible for the finances. I also negotiate with the government about local services and mediate to resolve problems and legal disputes. I also train young people for new leadership roles.

How important is your work for the community?

My main contribution is to ensure that women in my local area are more aware of their rights. Without us, they would not know that it is illegal for girls to marry below a certain age or to be asked to provide a dowry. Nor would women have a voice within the family. Now, they send their daughters to school, practice family planning and refuse to provide bridal dowries or tolerate underage marriages. I have successfully mediated in 75 cases of violence against women. I have also helped to create better economic conditions for the community as a whole through the introduction of microcredit schemes. As a result, micro-enterprises have sprung up everywhere. I have also done a great deal to strengthen the women's forum. We were recently officially registered by the government. This has given us a legal status and allows us to operate independently.

How is your work helping to attain MDG 3?

I encourage women to participate in economic activities (especially in the non-agricultural sector) and in politics. By combating violence against women and bringing political pressure to bear both locally and on central government, I have strengthened the position of women in my community. The participation of women on the labour market has risen and women are also very gradually becoming politically active.

How do you feel about being partly dependent on foreign aid?

Thanks to the support we are getting, many poor people in my area are being given a better quality of life.

What would you change if you were the Dutch Minister for Development Cooperation?

I would give more aid to poor countries to improve the lives of more people.

Text: Jesmul Hasan

Photo: Tarun Karmaker

3.3.3

Suriname



Developments in Suriname show the effects of empowering women's organisations to promote social change leading to gender parity and attainment of the MDGs. The Netherlands has forged longstanding partnerships with women's organisations through its embassies and through Dutch and local NGOs. They are making a substantive contribution to achieving gender parity.³⁴

Cultural change through economic self-sufficiency

Long-term support for women's organisations in Suriname has created a powerful women's lobby at national level which supports institutional development. More women have become politically active in Suriname. Women's organisations play a leading role in the effective promotion of gender parity by encouraging taboo subjects to be publicly discussed and by challenging traditional patterns of behaviour, a process that is also successfully under way in the rural interior. It is achieved through a combination of increased economic self-sufficiency for women and installing basic services in local communities.

Strong women's organisations

The Netherlands has helped Suriname to develop legislation on gender policy and to compile relevant action plans, and has supported the necessary social structures. This process is now largely complete. However, the implementation of gender policy is being hampered by the low priority given to gender by the government and the limited capacity of the National Bureau on Gender Policy (NBG), which is responsible for coordinating the roll-out of the Integrated Gender Action Plan (IGAP).

Measures to combat violence against women include the creation of an Office for Women and Children's Policy at the Ministry of Justice and Police, as proposed in the sector plan on legal protection and security, and victim support units in Nickerie and Paramaribo. The Ministry of Justice and Police is working with NGOs on an integrated action plan to combat violence against women, as part of the sector plan.

Civil society in Suriname is highly active and ahead of many others in translating gender policy into practice, actively involving local communities and bringing about the necessary cultural reforms. The Women's Business Group (WBG) and the National Women's Movement (NVB) play a key role in this process. Both are committed to improving the economic position of women. The WBG has established a textile workshop enabling women to improve and raise their output. The NVB, which is also a powerful lobbying organisation in the institution-building process, has offered professional training courses to women and improved savings and credit systems for women in the agricultural sector through the Rural Interior Programme. Coaching and supervision is being offered to women's group committee members, and local teachers are being

trained to carry this work forward. Demand-led activities are leading to the establishment of practical organisations based on existing women's groups. In villages where the economic self-reliance programme was first launched in 2008, a shift is already visible from the supply of food for the family to income-generating activities and the marketing of products. The strengthening of women's organisations is encouraging women to play a bigger role in decision-making processes within their communities.

The international Women for Water Partnership (WfWP), in which the NVB is involved, is implementing programmes to empower women through water-based projects (clean drinking water, basic sanitation and irrigation). Giving local women's groups a central role in developing the water supply will lead to the installation of time-saving infrastructure which meets the needs of the local community and benefits women and men alike.

A steering group has also been appointed under the auspices of the NVB to draw up a national sanitation plan with input from the Surinamese government, universities, NGOs and UNICEF.



Population	435,000
Area	163,265 km ² (3.9 x the Netherlands)
Capital	Paramaribo
Religion	Christian 48% Hindu 27% Muslim 20% Indigenous beliefs 5%
Ethnic groups	Indonesian 37% Mulatto 31% Javanese 15% African 10% Indian 2% Chinese 2%

Birth rate	18 births / 1,000 inhabitants
Mortality rate	7 deaths / 1,000 inhabitants
Infant mortality	3 deaths / 1,000 births
Life expectancy	69 years
Literacy	7% (>15 years)
Food supply per capita	11,285 kJ per day (2003)
Health care	1 doctor / 2,222 inhabitants (2002)
Vaccination rate	74% (2003)
Employment in agriculture	15%
Employment in industry	20%
Employment in services	65%

Purchasing power (GDP) per capita	€3,780
Growth in GDP growth 1990-2003 per capita.	9% per year
Exports	Alumina, bauxite, aluminium, petroleum, shrimps and fish, rice, bananas, timber
Imports	Machinery, petroleum, food, cotton, manufactures
CO2 emissions	4 tonnes per inhabitant (2003)
Energy consumption	2,752 kg carbon equivalent per inhabitant (2002)
Energy balance	41% deficit (2002)

The Netherlands' input

The Dutch embassy in Paramaribo has allocated a grant to the Suriname Ministry of the Interior for drafting and evaluating the National Gender Policy, as specified in the Integrated Gender Action Plan. It has also cofunded the sector plan on legal protection and security.

The Netherlands has contributed to efforts to strengthen the capacity of women and women's organisations in Suriname. In 2008, 12 members of the Women's Parliament Forum (VPF) attended a customised training course through a Nuffic programme, to promote the political participation of women. The Netherlands is supporting national and local women's movements via embassy funding for the Municipal Women's Fund and through various NGOs.

What have we learned?

Moving from the principle of gender parity to practical measures is a major undertaking and requires a different type of stakeholder interaction to institution-building. The process has got off to a good start in Suriname. Encouraging public discussion of taboo subjects and challenging cultural and religious norms is crucial in obtaining local acceptance for equality. It calls for local leadership and commitment from women's organisations and an understanding by them of existing social structures and the balance of power. After all, social pressure and support for local women will come primarily from the organised women's movement. Ongoing support for the process is vital for bringing about lasting change.

34 Sources: Embassy in Paramaribo and the National Women's Movement (NVB).





Suriname

Siegmien Staphorst

Who?

Siegmien Staphorst (61) is a social worker and Director of the National Women's Movement (NVB). She lives in the capital Paramaribo.

What is your position?

I am Director of the National Women's Movement.

What does the NVB do?

The NVB was founded in 1982 as an informal voluntary organisation. In 1996 it became a professional body with full and part-time paid employees. We focus on commercial enterprise, women's rights, training and supervision, water and eco-sanitation and the construction of social housing. Most of the NVB's projects are located in the rural interior of Suriname, but there are also some along the coast.

Can you give an example of a programme?

In 1997, I helped to launch the Rural Interior Programme. Rural areas lack basic sanitation, clean drinking water and electricity, and the quality of education is poor. Women are responsible for what is largely subsistence farming. Because there is no source of fertiliser, new areas of forest are cleared every two years to make more room for crop-growing. The programme, which involves 12 villages, aims to increase the economic self-sufficiency of women – this is what the women themselves want – and strengthen the capacity of existing local women's organisations. It also teaches them different farming methods and increases their knowledge of commercial growing. Rural communities are taught how to use fertilisers and herbicides and given advice and information on marketing. The programme has also financed the purchase of tools. The additional revenue generated is invested in a fund which is now used as a loan fund for the village.

What was your role?

I supervised the process and did a lot of negotiating, primarily with male community leaders. The women were largely performing traditional gender-based tasks, such as taking decisions about cleaning communal areas and cooking for village festivals. They had practically no voice in decisions relating to policy. So I made sure that women were involved in various discussions. Before the loan system was introduced, women couldn't buy anything themselves. The system therefore changed the traditional role of men as breadwinners. Some objected to the fact that women could now buy machinery and earn money. To encourage these issues to be discussed openly, I began by asking the women to describe the difficulties they were experiencing. For example, if a man felt he had been emasculated, this might also be perceived as a problem by his wife. I asked them how they felt such problem might be resolved. We then discussed it with the men, who eventually accepted that it was useful for women to be able to earn their own income. The acceptance process took five to six years.

How do you see the future of MDG 3 in Suriname?

It is mainly up to the government to develop and implement an effective gender policy together with civil society. The government has compiled an action plan, but the gap between formulating a gender policy and implementing it is wide. NGOs must therefore make every effort to convert the policy plan into action. If they fail to exert enough pressure, too little will be done.

How do you feel about being partly dependent on foreign aid?

I think it's a shame that around 60% of our aid comes from foreign donors. The government should finance these initiatives itself, in partnership with the private sector. That isn't yet happening, and it won't be a reality for quite some time.

What would you do if you were the Dutch Minister for Development Cooperation?

I would concentrate on a process-based instead of a project-based approach. I'd also invest in cofinancing organisations as intermediaries because they have a better understanding of what to invest in.

Text: Annelieke Duker
Photograph: Nico Commijs

3.4

Conclusions

MDG 3

What progress has been made in attaining MDG 3?

The official indicators for achieving MDG 3 show that progress is slow. Of the 113 countries with no gender parity in primary and secondary education in 2005, only 18 will reach this goal in 2015. And while the share of women in non-agricultural paid employment has risen from 35% in 1990 to almost 40% in 2008, two-thirds of women in developing countries still work in the informal sector. The percentage of women in national parliaments has risen from 13.5% to 17% since 2000.

The following conclusions can be drawn for each of the seven areas of intervention identified by the UN Task Force on Education and Gender Equality:

1. Post-primary education for girls: progress is being made in reducing gender imbalances in post-primary and secondary education. Inequalities between girls and boys remain substantial, however, especially in Sub-Saharan Africa.
2. Time-saving infrastructure for women: although many programmes are under way to supply households with water and basic sanitation, it is not always possible to gauge the impact this time-saving infrastructure is having on women's lives. However, improved water supplies, sanitation and alternative sources of energy do improve the health of families.
3. Well regulated property and inheritance rights: some countries have introduced laws on land and inheritance rights. More women are aware of their rights and know how to claim them, for example by applying for legal aid. However, it is difficult to show that this leads to more ownership of land by women and more joint ownership by men and women. Land ownership by women is opposed in many countries and is blocked by existing customary law.
4. Formal employment and equal opportunities on the labour market: although more women are now in paid employment, differences in levels of pay and labour participation between men and women remain considerable. There is little evidence to suggest that these gaps are narrowing. Economic self-sufficiency among women is still limited.
5. Participation by women in national and local government: the number of female parliamentarians has increased in most partner countries, largely as a result of the agreement in the 1995 Beijing Declaration to reserve 30% of seats for women. Five African countries have met (and in some cases exceeded) the 30% target. However, the proportion of female ministers has declined in a fair number of countries. The introduction of quotas appears to work, including at local level, where more women are participating in government and where involvement in local politics is regarded as a stepping stone to a higher level.
6. Combating violence against women: many countries now have laws prohibiting violence against women and the practice is publicly condemned. Violence against women is gradually becoming less of a taboo subject and governments are accepting more responsibility for tackling it.
7. Women in conflict regions: the National Action Plan on Resolution 1325, which was signed in 2007 by three ministries and numerous civil society organisations, is being implemented at international, national and local level based on the 3D approach. The results achieved at output level by the Netherlands have been successful but their lasting impact is uncertain and fragile due to the severe instability of regions affected by conflict.

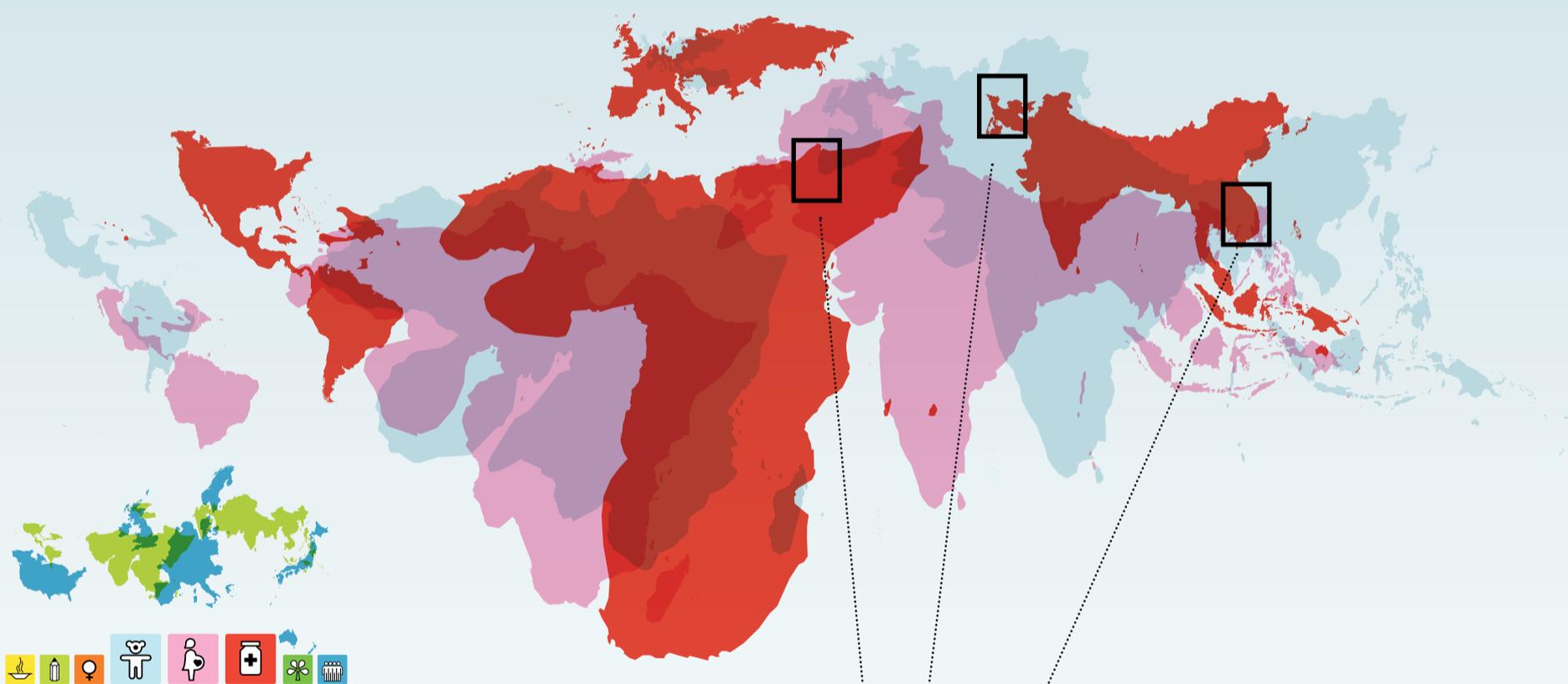
Interventions in different areas are reinforcing each other and jointly achieving the desired impact. Economic activity among women is leading to greater empowerment, more self-awareness and increased status within the family and community, all of which are crucial in boosting political participation among women. Basic sanitation in schools and the supply of clean drinking water to households will ensure that more girls attend school.

While many activities within the three categories of the results chain have undoubtedly contributed to gender parity, both in principle and in practice, it is difficult to show any concrete results. Lack of reliable statistical material means that trends cannot clearly be demonstrated. There has, however, been a sharp increase in financial inputs.

Gender parity has moved higher up the political agenda since the fourth Balkenende government took office in 2007. In the policy paper 'Our Common Concern: Investing in development in a changing world', promoting equal rights and opportunities for women and girls is an absolute priority. The new policy plans have resulted in a more targeted approach to gender issues. In the near future, this is likely to yield more and clearer results which are based on reliable data and will thus bring the achievement of MDG 3 closer.

MDG 4, 5 & 6

The millennium development goals on health



4.1 Introduction	96	4.4 MDG 6: Combat HIV/AIDS, malaria, tuberculosis and other diseases	114
4.1.1 Three goals for a healthier world	96	4.4.1 Introduction	118
4.1.2 An efficient health system	98	4.4.2 Overall progress and trends: impact	118
4.1.3 Financial input	99	4.4.3 Results at country level	119
4.1.4 The result chain for the health MDGs	99	4.4.4 Donor input: harm reduction	121
4.2 MDG 4: Sharp decline in child mortality	102	4.5 Country cases	123
4.2.1 Introduction: child mortality in sharp decline	102	4.5.1 Kazakhstan	124
4.2.2 Overall progress and trends: impact	102	4.5.2 Ethiopia	128
4.2.3 Results at country level	102	4.5.3 Vietnam	132
4.2.4 Donor input: health in a broader perspective	105		
4.3 MDG 5: Improve maternal health	108	4.6 Conclusions	136
4.3.1 Introduction: healthy, well-educated mothers	108		
4.3.2 Overall progress and trends: impact	110		
4.3.3 Results at country level	110		
4.3.4 Donor input: strategic focus on SRHR	113		

4.1

Introduction

4.1.1

Three goals for a healthier world

Three Millennium Development Goals focus on health: MDGs 4 (reducing child mortality), 5 (improving the health of women and mothers) and 6 (combating serious diseases such as HIV/AIDS, tuberculosis and malaria). They are therefore often referred to as the 'health MDGs'. Health is central to achieving all eight MDGs and is key to the eradication of extreme poverty and hunger and for promoting gender equality. Much has already been achieved but there is still a very long way to go, especially in reducing the maternal mortality rate (MDG 5).

This chapter outlines the results of the three Health Millennium Development Goals using one results chain. All three goals are closely interlinked: progress or failure in one affects developments in the other two. They will therefore be discussed together in a single chapter.

Many civil society organisations are working to improve global health with support from the Netherlands. Since it is impossible to mention them all, this report was compiled with input from a selected few.¹ As well as the non-governmental channel, the bilateral and multilateral channels are also addressed.

To look at the results achieved on MDGs 4, 5 and 6 in greater depth and to place them in context, the report specifically examines recent developments in three selected countries: Kazakhstan, Ethiopia and Vietnam. Ethiopia and Vietnam are partner countries of the Netherlands. Progress made in other countries, such as Nicaragua and Tanzania, is described in the text boxes. These examples are a cross-section of the countries in which the Netherlands is active in the various continents, with special emphasis on Africa.

Over the years, substantial progress has been made in reducing child mortality (MDG 4). In 1960, the under-five mortality rate was nearly 13 million out of a total of 430 million; by 2007 it had fallen to 9.2 million out of a total population of 630 million children.²³ This is a remarkable achievement. The current goal is to reduce the under-five

mortality rate (for every thousand live births) by two-thirds, or 4.3 million, between 1990 and 2015.

MDG 5 aims to increase maternal health and universal access to reproductive health. This is the health MDG in which the least progress has been made. Maternal mortality has fallen by less than 1% per year since 1990. In 1990, it stood at approximately 576,000. By 2005 it had fallen marginally to 536,000. Regional disparities are considerable, with developing countries accounting for 99% of cases, most of which occur in Africa and Asia.⁴

Reducing maternal mortality is heavily dependent on the provision of effective regular health care. Expectant mothers also need good information and counselling. The results show that while progress has been made in a number of key areas, such as contraceptive use and antenatal care, the quality of antenatal and neonatal care is still poor. Moreover, not only does childbirth account for the highest levels of maternal mortality, it is also associated with a high proportion of infant deaths (neonatal deaths).⁵ This is illustrated by the country case on Ethiopia.

MDG 6 is dedicated to combating HIV/AIDS, tuberculosis, malaria and other diseases. Much has been achieved in recent years. The number of AIDS patients with access to anti-retroviral treatment has risen by a factor of 14, from 240,000 in 2003 to nearly three million in 2007. As a result, there are fewer deaths from AIDS. The number of new cases fell from three million in 2001 to 2.7 million in 2007.⁶

HIV/AIDS and tuberculosis are closely linked in that people with HIV are more susceptible to tuberculosis. The HIV/AIDS epidemic has thus contributed to a sharp rise in TB. The targets for diagnosing and successfully treating tuberculosis patients are being met, but progress in reducing deaths from the disease is lagging behind.

The fight against malaria is also gradually beginning to bear fruit, largely due to the efforts of the Global Fund to fight Aids, TB and Malaria (GFATM or the Global Fund). Bed nets

impregnated with insecticide are an important malaria prevention measure. The commitment by the G8 leaders to provide 100 million of these nets by 2010 has given a major boost to the initiative, with 70 million already distributed in 2008.⁷

The problem of malaria clearly illustrates how closely interlinked the health MDGs are. Malaria accounts for a tenth of deaths among children. Statistics published for MDG 5 by the United Nations Children's Fund (UNICEF) show that approximately 50 million pregnant women catch malaria each year. Malaria is also an indirect contributor to maternal mortality since the anaemia it causes increases the risk to mothers during childbirth.⁸

Figure 4.1 The results chain for the health Millennium Development Goals

Impact

A decline in child mortality and maternal mortality, an increase in universal access to reproductive health care and HIV/AIDS prevention, care and treatment, and a reduction in the spread of HIV/AIDS, TB and malaria.

Sector Outcome

- Better knowledge has improved public attitudes and behaviour relating to health
- Illness and unwanted pregnancies are being more effectively prevented
- Effective treatments are universally available

Sector Output / Advocacy

- Public support and political commitment has increased.
- Target groups (such as women, young people and people living with HIV) and relevant professionals are involved in policy-making.
- Intersectoral cooperation has improved, other public actors are introducing health improvement measures (such as road safety awareness and sex education).

Sector Output / Capacity

Service delivery:

- Effective services are fairly distributed, accessible and meet the needs of target groups (e.g. pregnant women and newborns).
- Resources for prevention and treatment (health personnel, medicines, etc.) have been developed and are widely available.
- Access to, and the quality of, information has improved.
- Private sector players and NGOs are providing complementary services (such as HIV/AIDS workplace policies, sex education).

Capacity building:

- Better organisation of health care: closely coordinated management and administration systems.
- The lobbying capacity of civil society (e.g. to protect the interests of vulnerable groups) has been strengthened.
- More evidence-based research is being carried out at country level.
- The number and quality of local training centres has increased.

(Donor Output) Contribution by Dutch Development Cooperation / Advocacy

- Agenda-setting and influencing policy in various areas (such as access to safe abortion).
- Encouraging broad participation by actors in policy-making.
- Administrative input.

(Donor Output) Contribution by Dutch Development Cooperation / Capacity

- Donor alignment with the policy, plans and implementation of the partner country.
- Donor harmonisation at country level.
- Technical assistance, information supply and analyses (e.g. UNICEF: State of the World's Children Report 2009).

(Donor Output) Contribution by Dutch Development Cooperation / Service delivery

- Direct support for local services (such as humanitarian aid).
- Product development at global level through various partnerships (e.g. Schokland Agreement to manufacture heat-resistant oxytocin).

Inputs

(financial and non-financial)

4.1.2

An efficient health system

An efficient health system is key to achieving the health MDGs. Properly planned clinics and hospitals need sufficient highly trained personnel, the right medicines and equipment. The wider health sector must be organised to provide access to affordable, high quality care and prevention. For MDG 5 in particular, it is increasingly clear that an efficient referral system for women is absolutely vital. The Netherlands supports these aims through various channels, and has helped to bring about significant improvements. Examples can be found in Ethiopia, where the Health Service Extension Programme (HSEP) has recruited an extra 25,000 female health workers, and in Tanzania, where Dutch aid has improved the supply of medicines and boosted the efficiency of health centres. This is discussed in more detail in the chapters on each MDG and in the country cases.

Health requires a broad approach to interventions, both within the sector and beyond it. The Netherlands' support for education, water and basic sanitation has made a direct contribution to meeting the health MDGs. Examples are included in the relevant chapters.

Health has captured a bigger share of development spending in recent years. This increase in spending has been vital, but it will still not be enough to meet the MDGs. In 2005 a number of African governments agreed to spend at least 15% of their available budgets on health. Many, however, are failing to meet this target.

Aid effectiveness is another critical factor. Predictability of aid flows, streamlining policy through donor harmonisation and alignment with country priorities and processes are all major challenges. Moreover, the global health aid

architecture is highly fragmented: roughly 25% of Official Development Aid (ODA) for health is channelled through global and regional initiatives.⁹

Progress has however been made in improving the effectiveness of bilateral, government-to-government aid. The sector-wide approach (SWAp), where aid is channelled to one or more specific sectors, is the guiding principle underlying the bilateral approach. It improves the predictability of aid flows (due to multiyear commitments and the development of innovative financing mechanisms) and leads to more streamlined donor activities (harmonisation), a better alignment of aid with country policies and systems and more accountability on the part of donors and recipient countries. An important milestone was the Third High Level Forum on Aid Effectiveness in Accra in 2008, which tightened the principles governing the effectiveness of aid, as agreed in Paris in 2005. Identified shortcomings included an inadequate focus on results, low levels of NGO and private sector involvement and insufficient mutual accountability.¹⁰ The progress of aid effectiveness is discussed more fully in the chapter on MDG 8.

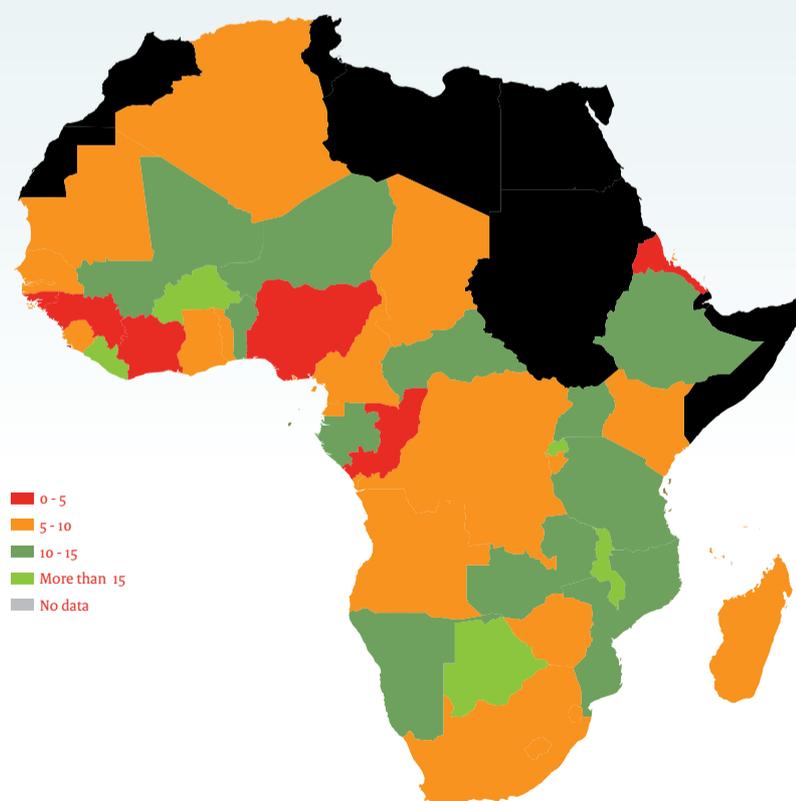
Since 2008, efforts have been made via the International Health Partnership (IHP+) to take the sector-wide approach a step further through the Country Compact, an agreement between the government, bilateral donors, multilateral organisations, global health initiatives and civil society organisations. The Country Compact will serve as the basis for joint support and implementation of the country policy. In 2008 compacts were signed in Ethiopia and Mozambique, two countries whose health sectors are supported by the Netherlands. The added value of these compacts largely

depends on the situation in each country. The country case for Ethiopia discusses this in more detail.

Finally, it is important to remember that meeting the health MDGs is not simply a matter of investing in the health sector. Progress also depends on the wider economic development of a country. For example, increased life expectancy is known to be linked to a rise in GNP. Moreover, the recent report by the WHO Commission on Social Determinants of Health specifically states that an equitable distribution of economic growth is crucial for attaining the health and education MDGs. The gap between rich and poor – the poverty gap – is itself detrimental to health and therefore reduces average life expectancy. The health indicators for MDGs 4, 5 and 6 effectively serve as an early warning system, drawing attention to the risk of social injustice and the unequal distribution of wealth.

Figure 4.2
Percentage share of government spending on health care in Africa (2006)

(Source: WHO database)



4.1.3

Financial inputs: more aid for health

National and international spending on health has risen worldwide. OECD figures show that in 2006, 65% of ODA (excluding non-governmental funding), or more than US\$ 8 billion, was spent on general and primary health care, with the remainder spent on sexual and reproductive health and measures to combat HIV/AIDS. 5.5% of total Dutch ODA is spent on direct improvements to health and hence on MDGs 4, 5 and 6. The Netherlands provides bilateral health aid to 12 of its 33 partner countries.

The Netherlands gives financial assistance through the non-governmental channel to many national and international organisations. In addition to the leading cofinancing organisations, key partners include organisations with a more specific brief such as AFEW, NRK, Stops Aids Now!, KNCW, Worldvision, Simavi, Liliane Fonds, Choice and WPF. International partners include the International Planned Parenthood Federation (IPPF) and Population Services International (PSI).

In recent years, approximately 30% of the development assistance for health (DAH) has been invested through non-governmental channels. Bilateral commitments to health account for just over 25% while multilateral commitments account for 43%. Major beneficiaries via the multilateral

channel include UNAIDS, UNFPA, WHO and UNICEF, as well as GAVI and the GFATM (see list of abbreviations).

The annual rise in health expenditure varies from 9% in 2007 to 6% in 2008. Funding for sexual and reproductive health and rights (SRHR) and HIV/AIDS account for the lion's share, in line with policy priorities.

The Netherlands is the fourth largest donor in the field of research and development for new diagnostics and the treatment of neglected diseases, including HIV/AIDS, TB and malaria. It contributed over US\$ 34 million in 2008 (G-Finder report).¹¹

4.1.4

The results chain for the health MDGs

Figure 4.1 shows the results chain for health in general. The overall chain for each health MDG is discussed in a separate text box.

Impact refers to longer term health gains. *Outcome* relates mainly to healthy lifestyles and the rate of consumption of effective services. *Outputs* are results that lie within the immediate sphere of influence of the sector or donor. They include advocacy, availability of the service and the capacity to deliver it. *Inputs* cover the available resources, chiefly capital and manpower.

- 1 Stichting Stop AIDS Now!, Oxfam/Novib, Cordaid, KNCV Tuberculosefonds, VSO Nederland, AIDS Foundation East-West (AFEW), World Population Foundation (WPF).
- 2 UNICEF press release 12/9/08.
- 3 Population Reference Bureau 2008 World Population Data Sheet. (www.prb.org)
- 4 Maternal mortality in 2005: estimates compiled by WHO, UNICEF, UNFPA and the World Bank.
- 5 Neonatal deaths: deaths at under four weeks.
- 6 UNAIDS, 2008 Report on the global AIDS epidemic
- 7 GFATM, <http://www.theglobalfund.org/en/malaria>
- 8 2009 Unicef State of the world's children: maternal and neonatal health
- 9 OECD/DAC
- 10 Effective Aid, Better Health. HLF Accra, September 2008 (World Bank, OECD, WHO).
- 11 G-Finder (2008): Neglected disease research and development: how much are we really spending?

Figure 4.3 Trends in ODA expenditure on health, 1973-2006 (constant 2006 prices, US\$/millions) (Source: OECD/DAC)

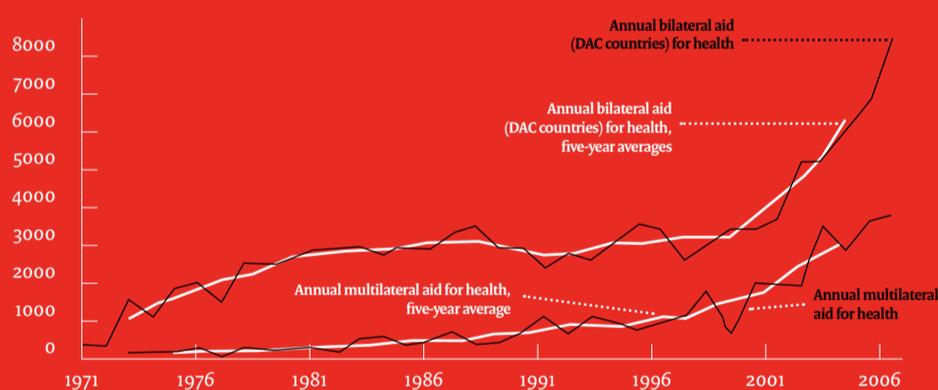


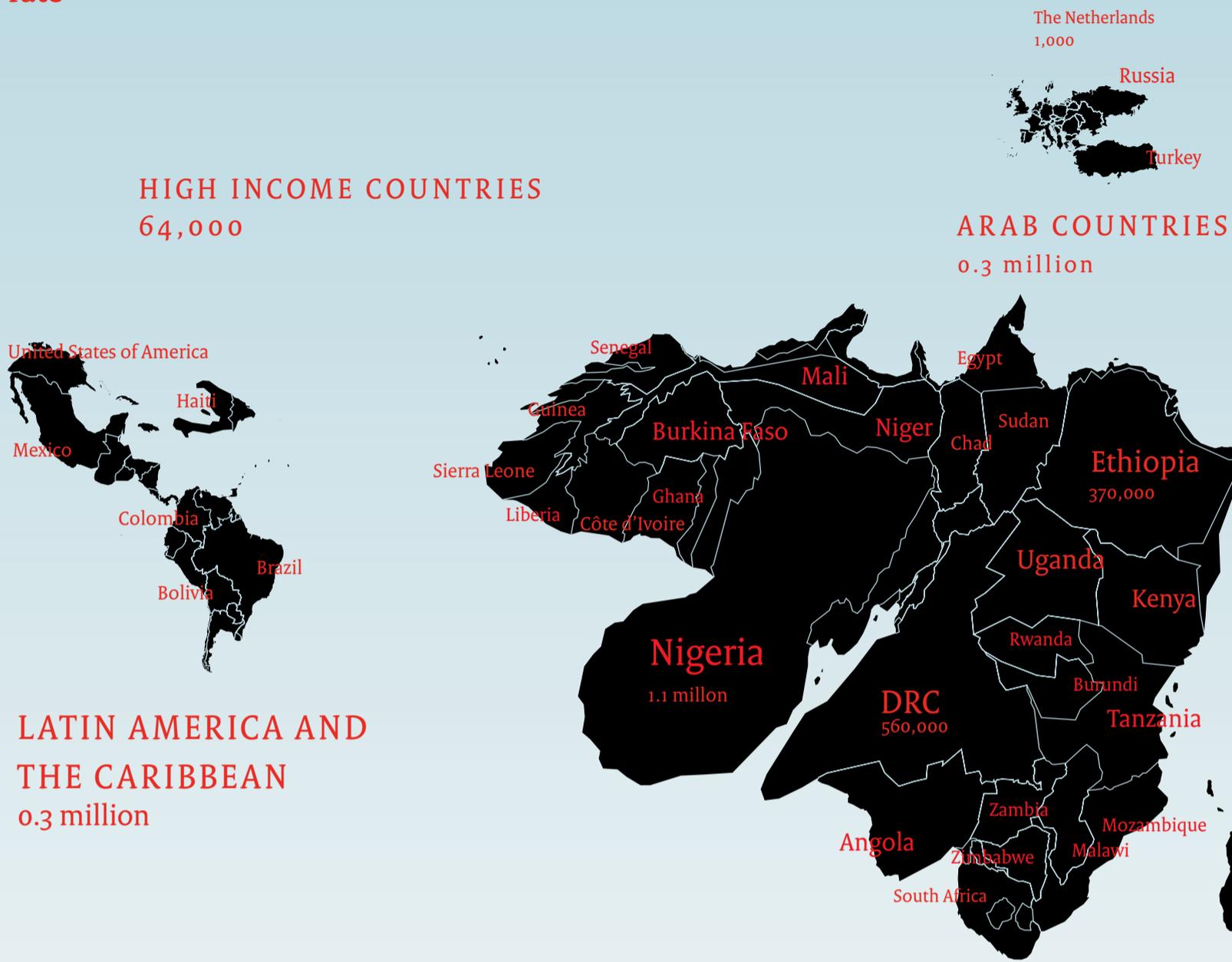
Figure 4.4 Expenditure on MDGs 4, 5 and 6 per channel (millions of euros) (Source: Ministry of Foreign Affairs (FEZ))



Goal 4: Reduce child mortality

Under-five mortality rate

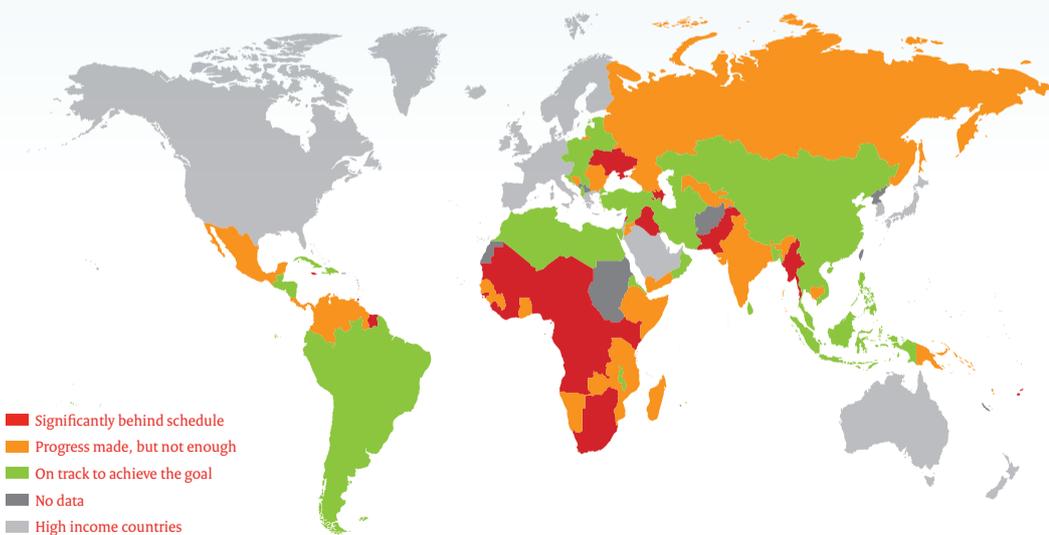
Total: 9.6 million

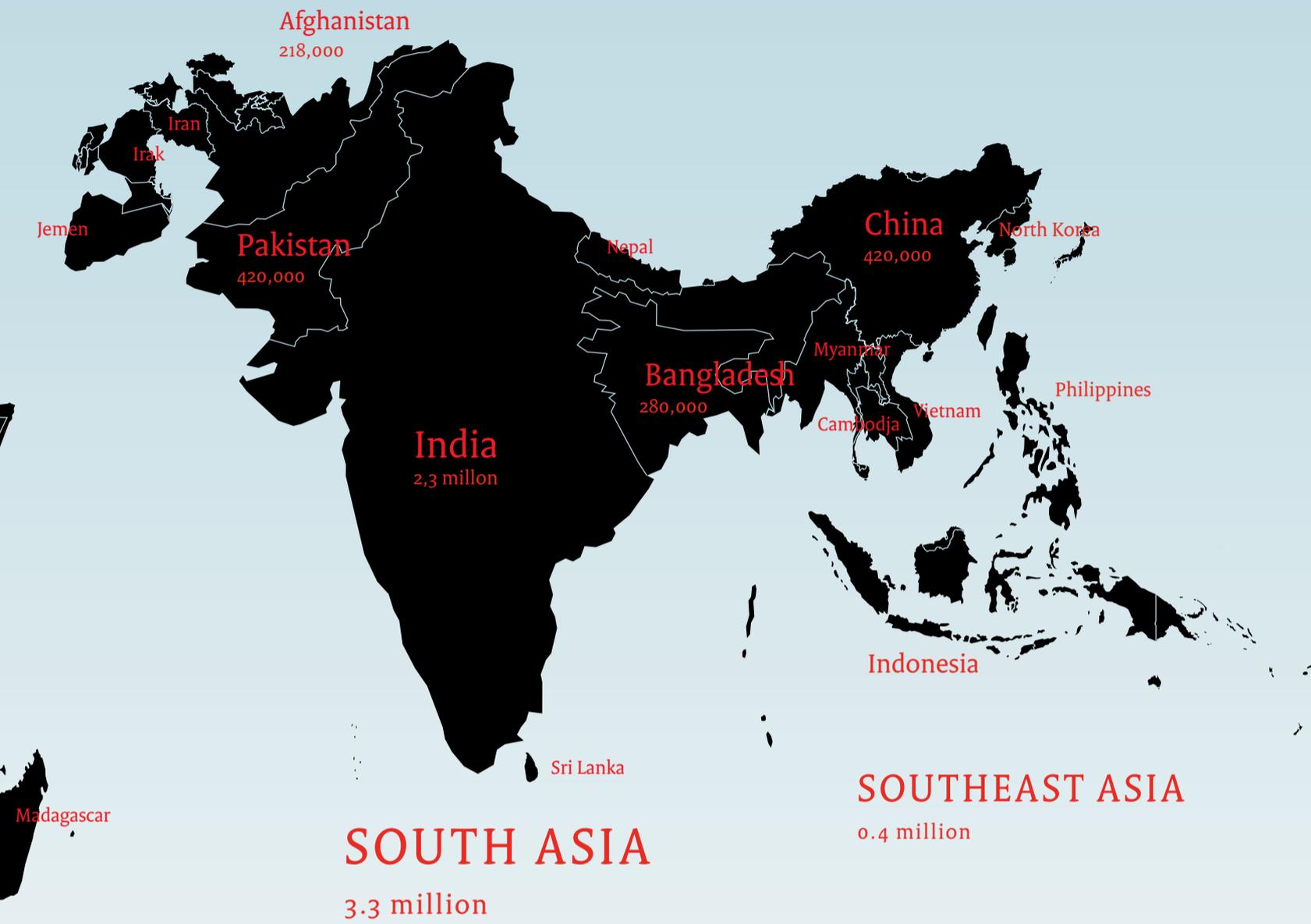


The size of each country is proportional to: the number of children who die before reaching the age of five

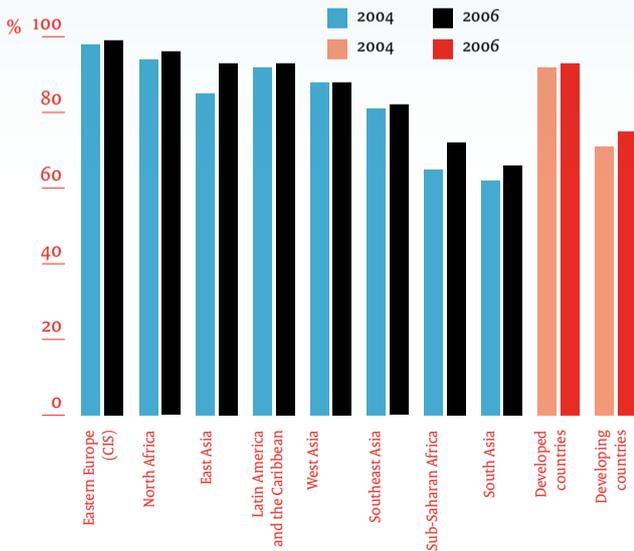
Reducing child mortality: will countries achieve the goal?

(Source: United Nations Statistical Division)



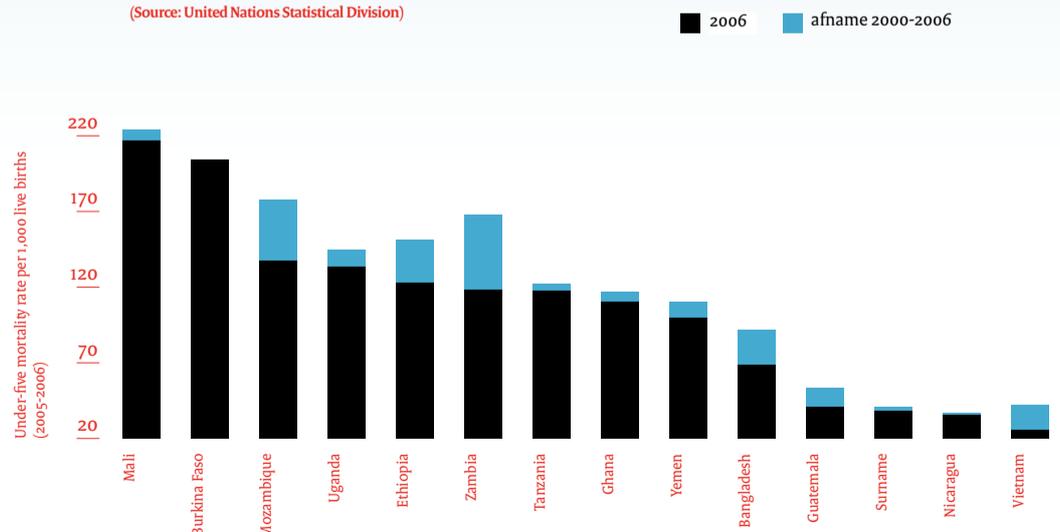


Proportion of one-year-olds immunised against measles (2004-2006). (Source: UN, Millennium Development Goals Report, 2008)



Decline in child mortality (2000-2006) in partner countries where the Netherlands directly or indirectly supports the health sector

(Source: United Nations Statistical Division)



4.2

MDG 4: Sharp decline in child mortality

4.2.1

Introduction: child mortality in sharp decline

The under-five mortality rate has undergone a sustained and substantial decline in recent years. In 2006 it fell to below 10 million for the first time. Child mortality in that year totalled 9.7 million, which is approximately 60% lower than in 1960. In 2007 the under-five mortality rate declined further to 9.2 million.¹²

Global funding to combat child and maternal mortality has risen dramatically in recent years. Between 2003 and 2006, the total allocation rose by 64% from US\$ 2.1 billion to US\$ 3.5 billion, mainly to fund vaccination programmes. Statistics show that these investments are recouped in the form of a higher survival rate in children under five. During the same period, the average sum available per child per year rose from US\$ 4 to US\$ 7 worldwide.¹⁴

The Netherlands and its partners have adopted a multisectoral approach to combating child mortality. For example, educating girls and women is primarily an MDG 2 target but also contributes to MDG 4. Similarly, clean water, basic hygiene and sanitation and other improvements in people's living conditions are part of MDG 7 but are also key to reducing child mortality. Finally, poverty, especially malnutrition and food insecurity (addressed by MDG 1), is also a major contributor to child mortality. Major advocates of the multisectoral approach, such as UNICEF and WHO, consistently articulate this approach very clearly in their own policies, and civil society organisations are also contributing to it. Dutch NGOs tend to support partner organisations in developing countries. This approach is more project-based, unlike bilateral aid. The aim of bilateral aid is to achieve maximum alignment with the processes of recipient countries. This includes supporting the public health sector as a whole, in line with the principles of the sector-wide approach. However, there is still no genuinely broad sector-wide approach to health with input from non state actors. For these groups in particular, support from Dutch NGOs is therefore often crucial.

4.2.2

Overall progress and trends: impact

Child mortality has fallen dramatically over the past 50 years. Whereas in 1960 there were an estimated 20 million deaths among under-fives for every 110 million live births, by 2005 this had fallen to fewer than 10 million out of more than 135 million live births. The birth rate is therefore rising and 50% fewer children are dying prematurely. This is illustrated by the fact that, whereas in 1990 four million children died of measles, by 2006 this had fallen to below 250,000.¹⁵

4.2.3

Results at country level

Sector outcome: better prevention and treatment of diseases affecting children

Malaria is a major cause of illness and death among children. Substantial investments have been made to combat the disease in recent years. Between 2004 and 2008 there was a dramatic rise in the worldwide availability of insecticide treated bed nets. This was largely the initiative of the Global Fund for HIV/AIDS, Tuberculosis & Malaria (GFATM or Global Fund), which provided a total of 70 million bed nets in 2008.¹⁶ In 2007, approximately 19% of children living in African regions with a high incidence of malaria slept under a bed net, compared with only 2% in 2000.¹⁷ Statistics show that in Tanzania, where the Dutch embassy supports malaria prevention initiatives, the percentage of infants sleeping under bed nets rose from 12% in 2005 to 34% in 2007.¹⁸ In regions where investments are being made in malaria prevention, this is reducing levels of both illness (fewer cases of anaemia and fever) and mortality.

Vaccination programmes are the most cost-effective way of reducing child mortality. The use of new vaccines and improved immunisation programmes has substantially reduced the death rate among children in recent years. The Global Alliance for Vaccines and Immunisations (GAVI) is a major global player in the field. It is an innovative public-private partnership of states (donors and developing countries), multilateral organisations (UNICEF, WHO, World Bank), the pharmaceuticals industry, research institutions, private financing bodies (such as the Bill and Melinda Gates Foundation and the Rockefeller Foundation) and NGOs. GAVI is primarily concerned with speeding up the availability of new vaccines and with the developing and strengthening health systems. Partly through its efforts, coverage of the hepatitis B vaccination programme has risen from 20% in 2000 to 66% in 2005: as a result, 135 million children have been vaccinated with new vaccines (hepatitis B, haemophilus influenzae B and yellow fever). In 2007 the package was expanded to include vaccines against rotavirus (a major cause of diarrhoea) and pneumococcal infection (which can lead to pneumonia and meningitis).

MDG 4 target

Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate

Figure 4.5 Regional child mortality and progress in achieving MDG 4 by 2015 (Source: UNICEF: State of the World's Children 2008)

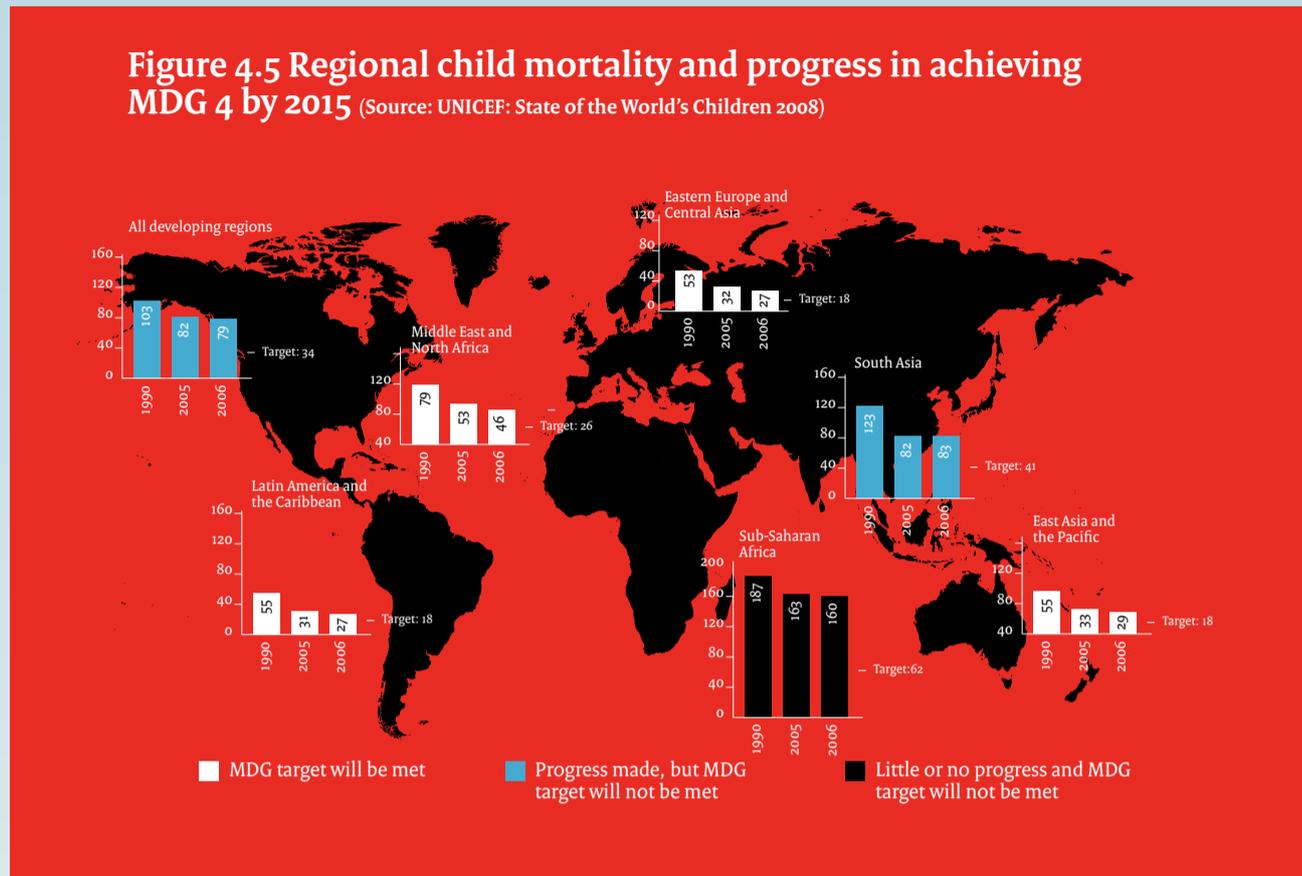
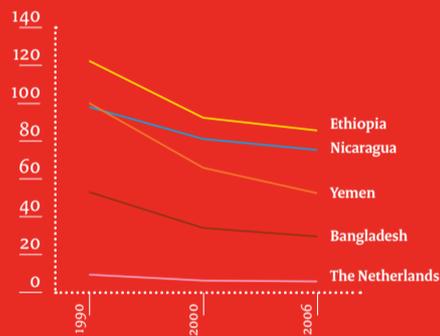


Figure 4.6 Child mortality trends in various countries (per 1,000 live births)

(Source: CME database/DevInfo)



The results chain for MDG 4

The long-term goal (impact) is to prevent premature deaths among children. Health services are important advocates in promoting a wide range of environmental factors that are indirectly health-related, such as socioeconomic growth, education of women, sufficient high quality nutrition and access to water and basic sanitation. In order to give newborn infants a healthy start in life, expectant mothers must be well informed so that they can regulate the number and frequency of their pregnancies, eat a healthy diet and seek and obtain proper care to treat, and preferably prevent, illness. It is vital that newborns are given a safe and secure birth, breastfed and subsequently protected against serious diseases such as measles. The use of these services constitutes the outcome. However, the health sector is additionally responsible for ensuring that information and effective services, for example to treat or ideally prevent diarrhoea, are also available and accessible. This 'sector output' is divided into an advocacy component (encouraging a healthy lifestyle and a health-promoting environment) and a capacity building component (the ability to provide services). The Netherlands' input as donor concentrates on supporting these three aspects. NGOs tend to

work with local partner organisations on small-scale activities which specifically focus on advocacy and on strengthening local capacity and services. The Netherlands' bilateral efforts generally target the sector as a whole, with an emphasis on strengthening the capacity of the overall health system. Depending on the organisation involved, multilateral input concentrates on providing applied knowledge, funding and other support.

This is having a positive effect on reducing child mortality: recent calculations by WHO and UNICEF show that between 2000 and 2008, funding by GAVI prevented 3.4 million deaths.¹⁹ The recent introduction of vaccines against rotavirus and pneumonia will have a major impact on efforts to meet MDG 4 in the near future.

Many countries have made good progress in preventing childhood diseases in recent years. Immunisation coverage rates are now 81% for DPT3,²⁰ and 80% for measles.²¹ Five years on from the introduction of the Hib (meningitis) vaccine in Uganda, child mortality due to this infection has largely been eradicated. Research by GAVI has shown that in some regions, child mortality rates due to meningitis fell by 85% after four years and disappeared completely in the fifth year. The government of Uganda has therefore decided to allocate extra funding to provide all children with access to Hib vaccination.

Vitamin A supplementation programmes have proved highly successful in several countries. Vitamin A boosts the immune system and is therefore sometimes referred to as the anti-infection vitamin. It also supports growth, promotes good vision and healthy skin, gums and hair. In the MDG priority countries,²² the number of children receiving two or more courses of vitamin A supplementation doubled between 2003 and 2005. In 2005 WHO and UNICEF agreed ambitious targets for reducing child mortality caused by measles. By 2007, measles-related deaths had declined by 60%, exceeding the target of 50% for the 2000-2005 period. In Africa, child mortality linked to measles fell by as much as 91%.²³

Through the non-governmental channel, the Netherlands is supporting various groups working to reduce child mortality rates and to improve the quality of children's lives. In 2008, for example, the Liliane Fonds helped over 80,000 disabled children worldwide, partly through a grant from the Netherlands.²⁴ The organisation is active in nearly 80 developing countries and bases its work on the principle of equality, as enshrined in the Convention on the Rights of the Child. It works on behalf of disabled children and young people aged up to 25. For young children in particular, the work of the Liliane Fonds often means the difference between life and death. The organisation supervises and counsels children and their parents during rehabilitation and helps them to draw up a personal rehabilitation plan.²⁵

The aim of MDG 6 is to halt and reverse the spread of life-threatening diseases such as HIV/AIDS, which clearly has a major impact on the child mortality rate (MDG 4). Mother to child transmission of HIV during pregnancy and childbirth, or through breastfeeding, are the main causes of HIV infection in children worldwide. All such infections are unnecessary and are easily preventable through Prevention of Mother To Child Transmission (PMTCT) programmes. The percentage of pregnant women using PMTCT services worldwide rose from 10% in 2004 to 33% in 2007.²⁶ Particularly good progress was made in Central and Eastern Europe and in Latin America, but access to PMTCT has also improved in other regions. In addition to an improvement in the uptake of these services, global HIV testing of pregnant women has also risen. This is an important development, since PMTCT can only be offered if a woman's HIV status is known. The increase was greatest in countries where HIV testing was most urgently needed, namely those with a serious AIDS epidemic.

Sector output: stronger health systems

In recent years, substantial efforts have been made in relation to advocacy for MDG 4. UNICEF is a highly active player and has been calling for more attention for – and a cohesive approach to – child mortality, maternal welfare and measures to reduce mother to child transmission. This is reflected in its latest report, State of the World's Children 2009, which was wholly devoted to these issues.²⁷ Other key advocates for reducing child mortality are the United Nations Population Fund (UNFPA), GAVI and the various civil society organisations.

WHO and UNICEF are important advocates of breastfeeding. In developing countries, the proportion of children exclusively breastfed during their first six months rose from 34% in 1990 to 47% in 2004.²⁸ In Africa, Asia and Latin America, an estimated 47%-57% of all two-month-old babies are exclusively breastfed. Of all preventive interventions, best practice standards in breastfeeding have the biggest impact on reducing child mortality. An article in The Lancet concludes that children who receive no breast milk during their early months are six times more likely to die prematurely.²⁹ UNICEF and WHO are therefore encouraging more women to breastfeed. Ideally newborn infants should be exclusively breastfed up to six months, and then breastfed in combination with other food up to the age of two.

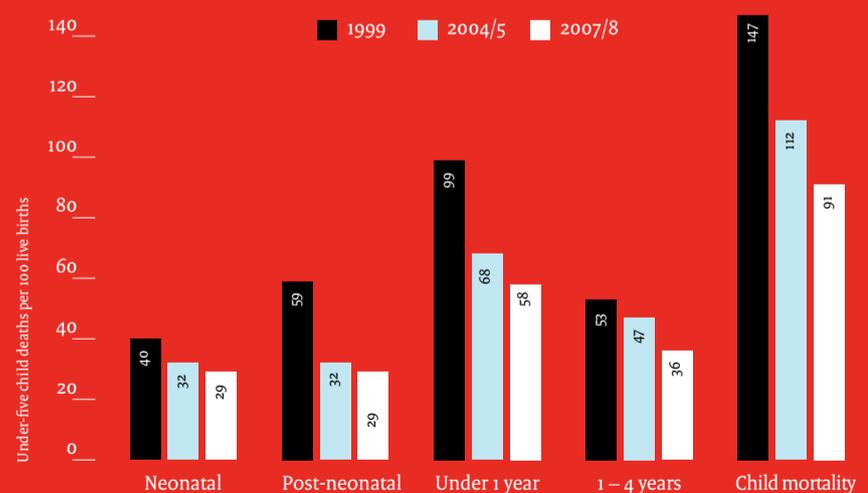
Since 2005, GAVI has made available approximately US\$ 800 million to strengthen health systems – a necessary investment to enable vaccination programmes to reach more children.³⁰ Forty-four countries have been given funding to remove specific local obstacles to the provision of health care. GAVI is focusing mainly on tackling problems up to district level, since it is at these levels that the service is

Tanzania

Tanzania is a good example of a country where health care funding has increased. Spending on health has quadrupled since 2000. An article in The Lancet presents an analysis of the Tanzanian health system. It argues that a stronger system, increased funding and decentralisation have led to a reduction in the child mortality rate. The focus on health systems, as advocated by the Netherlands, is given as the reason for progress in meeting MDG 4. Health service delivery has increased, especially at district level, partly through Dutch support for the Health Basket Fund. The Tanzanian government has also made substantial investments in its own administrative and management systems in recent years, including in the districts. The financial administration has been fully automated, a development the government itself regards as highly effective. This has led to time-savings, simpler audits, more open government and improved fiscal discipline to monitor budget spending.

Figure 4.7 Child mortality in Tanzania

(Source: Ministry of Health and Social Welfare, Tanzania)
(2007-2008 data estimated on the basis of information from districts)





4.2.4

Donor input: health in a broader perspective

provided. In Afghanistan, DRC, Ethiopia, Indonesia and Pakistan, it uses this funding to support local organisations.³¹ The majority of proposals concern investments in health personnel, better information systems and improving capacity for the planning and management of health programmes. The effects of this form of financing will be evaluated in 2010. The idea is that removing specific obstacles to the provision of health services will not only encourage existing results to take root but will make health systems better equipped to reach the remaining children who have not yet been vaccinated.

An increase in health budgets also helps to reduce child mortality rates, not only because children themselves benefit from a better provision of service but also because their parents are healthier. A wide spectrum of activities is being pursued to reduce child mortality, also indirectly by strengthening the capacity of local organisations. ICCO and Simavi, for example, are investing in training and capacity building for local partners by providing experts to help develop the capacity of their staff.

In Ghana, the UNICEF community-based development project has contributed to the development and widespread introduction of the High Impact Rapid Delivery Strategy (HIRD) to combat maternal and child mortality. This is a combination of the Accelerated Child Survival Strategy (UNICEF), Safe Motherhood/Emergency Obstetric Care Strategy (UNFPA) and Community Health Planning & Services (USAID) programmes.

There has also been a sharp rise in the availability of doctors, nurses and other medical staff. In 2006 the doctor-patient ratio was 1 to 10,762. By 2008 it had risen to 1 to 8,559. The same applies to nursing staff: the nurse to patient ratio has risen from 1 to 2,125 in 2006 to 1 to 1,756 in 2008. In Ghana this trend is partly due to better remuneration of health workers.³²

Huge strides have been made in reproductive health, family planning and the provision of information and advice to mothers and expectant mothers in recent years. Examples include a better understanding of the need for family planning, contraception, hygiene and diet. These are vital in reducing child mortality rates. UNFPA and UNICEF are key players in improving health services and the quality of information provision. Non-governmental organisations are also making a contribution. The World Population Foundation (WPF) and CHOICE for Youth and Sexuality (CHOICE) are offering training and information on reproductive health and rights to adults and adolescents.

Donor output: lobbying for children

The Netherlands actively lobbies on behalf of children who are directly or indirectly affected by the HIV/AIDS epidemic (advocacy). The Dutch Ministry of Foreign Affairs is a member of the national CABA (Children Affected By AIDS) working group, which coordinates the lobbying activities of organisations working on behalf of children affected by AIDS. The revised memorandum on AIDS and SRHR, published in November 2008, underlines the Netherlands' role as financier and above all as an advocate for social protection. Dutch funding is being used by the NGO HelpAge International to maintain a national birth registration programme in Mozambique and by many organisations to support vulnerable children and their families in Zimbabwe. The Netherlands is also contributing to the Joint Learning Initiative on Children affected by AIDS (JLICA), which looks at the best care and treatment options for children directly or indirectly affected by the disease. The conclusions reached give all the actors (including donors, NGOs and countries where the disease is prevalent) guidance on how best to support such children. In 2007, the Dutch NGO Cordaid was instrumental in providing 31,990 orphans and vulnerable children with access to care.³³ Cordaid is also an important advocate for these children with the Global Fund and the Roman Catholic Church, both internationally and in the countries concerned.

In 2007, funding provided by the Dutch NGO Simavi enabled the Helen Keller organisation to supply 46,400 people with information about trachoma and how to prevent it. Some 71 people were trained and 5,200 people obtained access to safe drinking water. Between 2004 and 2007, the proportion of children with clean faces had risen from 70% to 95%, making them far less susceptible to catching this potentially blinding eye infection. Simavi used the UN International Year of Sanitation 2008 to intensify its successful campaign in the Netherlands and highlight the links between child mortality (caused by diarrhoea) and sanitation. The initiative was endorsed by HRH Prince Willem Alexander of the Netherlands and shown on television by the public information service Socutera. The broadcasts were seen by approximately 412,000 viewers.³⁴

The development of new medicines, vaccines and roll-out strategies is another important result of Dutch inputs. For example, the Medicines for Malaria Venture has used funding from the Netherlands to develop a new paediatric treatment for malaria. Coartem Dispersible is based on the WHO-recommended antimalarial drug arthemeter-lumefantrine. However, this version has been specially prepared for children in an appealingly sweetened form which is easier to take. Another example of the development of new medicines based on Dutch funding is a UNICEF-led consortium which has developed a new AIDS treatment for children in the form of a three-in-one tablet. Before this, children with AIDS had to rely on drugs that had been prepared for adults. The treatment regimes associated with these drugs made them difficult to administer to young children and posed a threat to their health.

The Dutch prime minister, Jan Peter Balkenende, is a member of the Network of Global Leaders for the Health Millennium Goals, a coalition of heads of government committed to accelerating progress toward the health MDGs. An important result of the network has been that the G8 has endorsed a broad approach to health for the first time. The Netherlands is on the industrialised countries constituency of the GAVI Alliance Board. In that capacity, it makes a major contribution to the expansion of vaccination programmes as highly cost-effective preventive interventions. As a Board member, the Netherlands encourages GAVI to broadly support health system strengthening. The CABA working group is another important platform which the Netherlands uses to advocate for social protection and a more holistic approach to alleviating the impact of AIDS on children. As an active member of the Executive Boards of UNICEF and UNFPA, the Netherlands helps to formulate international policy and promotes Dutch policy. It also provides valuable input at bilateral level by appointing health experts to the embassies who participate in the development of national health policy in the relevant partner countries. Dutch NGOs use grants provided by the Netherlands to help their local counterparts to strengthen the provision of health services to complement those of the public sector, such as care for orphans and vulnerable children. These NGOs also speak out in favour of better and fairer health care, social protection, food security and gender equity.

Key beneficiaries of Dutch aid for MDG 4 include UNICEF (Unite for Children, Unite against AIDS programme) and GAVI (immunisation programmes for the most common childhood diseases). Part of the Netherlands' contribution to the Global Fund also helps to reduce child mortality through the Preventing Mother To Child Transmission of HIV programme (PMTCT), support for 3.2 million AIDS orphans and other vulnerable children, and malaria treatment programmes.³⁵ Via WHO, the Netherlands supports the Immunisation and Vaccination Development Programme and the Adolescent and Young Adult Health Programme. It also allocates funding to 16 organisations through the cofinancing system for activities relating to MDG 4 (2007).³⁶

12 UNICEF, *State of the World's Children 2009*.

13 World Bank, *Global Monitoring Report 2007*.

14 *Countdown to 2015 (2008): executive summary*.

15 Source: UNICEF, published in *The Lancet* on September 12 2008.

16 www.theglobalfund.org

17 http://www.globalhealthreporting.org/article.asp?DR_ID=55604

18 LSTHM, 2007, in: *Sector track record – health sector Tanzania 2007, including 2008 updates*.

19 http://www.gavialliance.org/media_centre/press_releases/New_GAVI_numbers.php

20 DPT3: three consecutive doses of vaccine against diphtheria, tetanus and pertussis together provide full protection.

21 *Countdown to 2015 (2008): executive summary*.

22 *There are 60 priority countries, i.e. countries lagging furthest behind in meeting the MDG targets*.

23 *Countdown to 2015 (2008): executive summary*.

24 *Current figures from the Liliane Fonds*. <http://www.lilianefonds.nl/wiezijnwij/cijfers/index.php>

25 www.lilianefonds.nl

26 UNAIDS 2008.

27 *Maternal and Newborn Health, State of the World's Children, UNICEF 2009*.

28 RHL, *The WHO Reproductive Health Library*, www.who.int/rhl/pregnancy_childbirth/care_after_childbirth/yscom/en/index.html Primary source: *Monitoring the situation of children and women*. New York: UNICEF.

29 *The Lancet* (2008), volume 371, no. 9608, pp 243 – 260.

30 GAVI Alliance: www.gavialliance.org/support/what/hss/index.php

31 GAVI Alliance: www.gavialliance.org/performance/commitments/hss/index.php

32 *Updated Sector Track Record Ghana, based on Ministry of Health data*.

33 *MFS progress report Cordaid, 2007*.

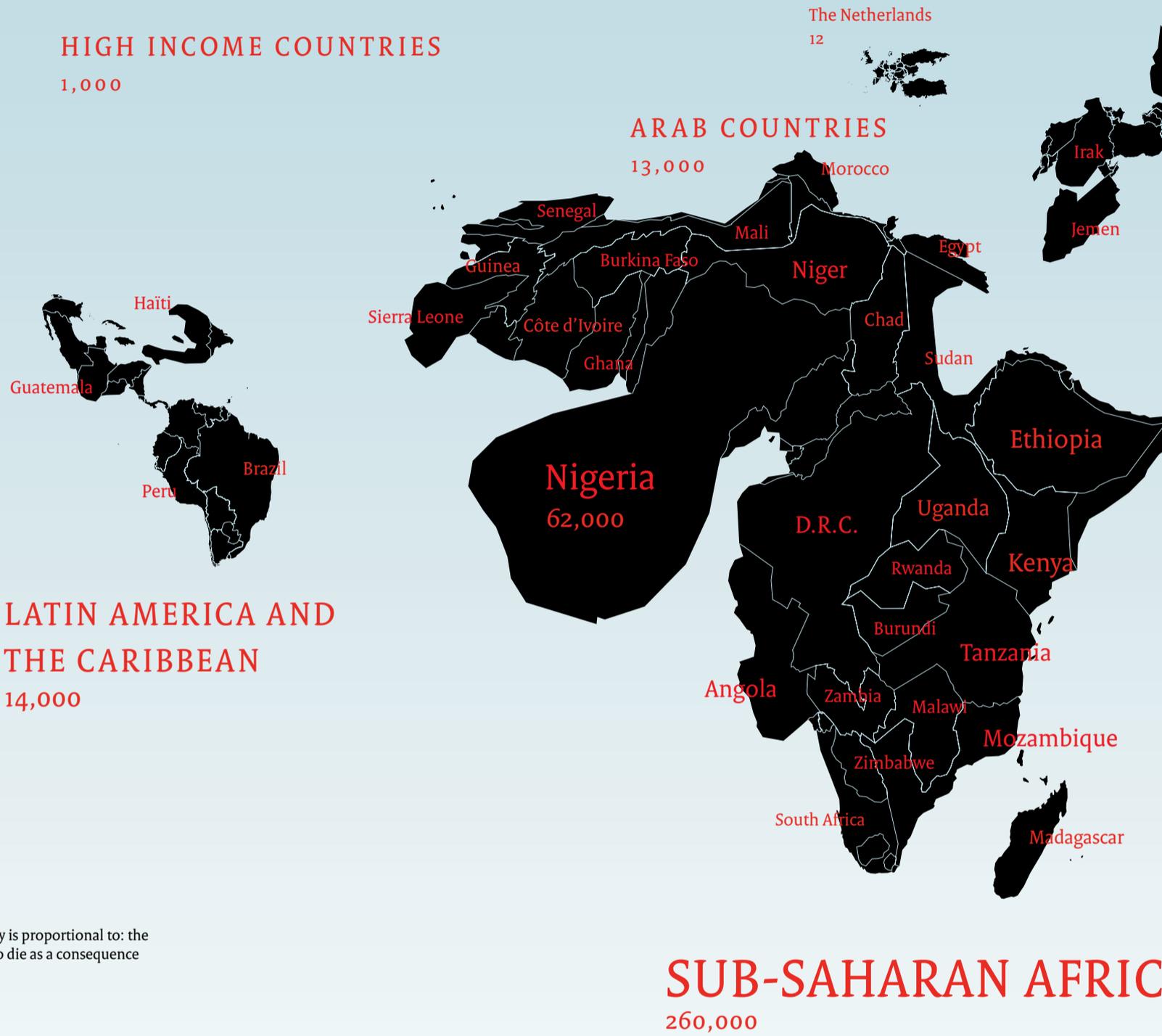
34 *Simavi annual report 2007*.

35 www.theglobalfund.org/en/hivaids/. December 2008.

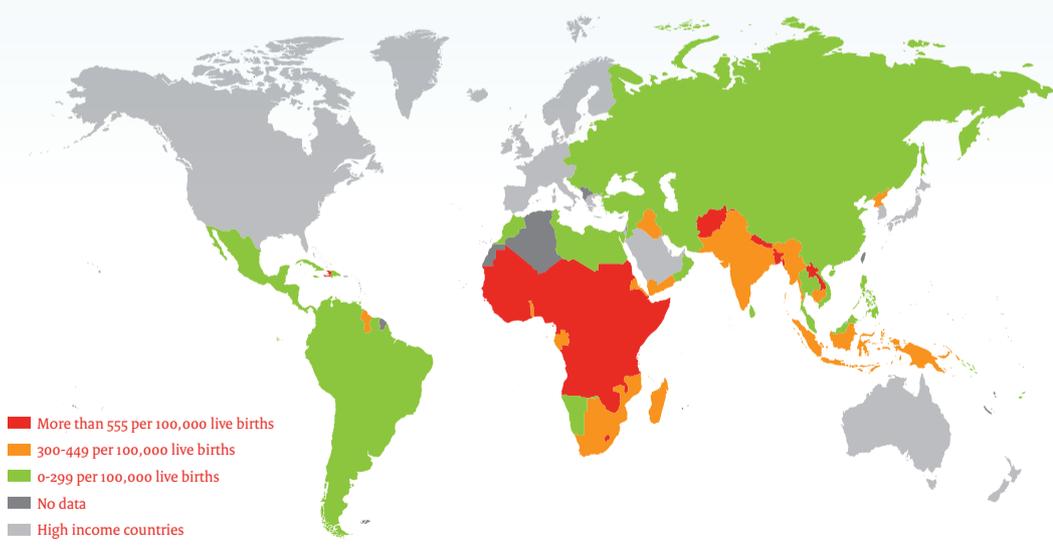
36 Source: MFS monitoring protocol.

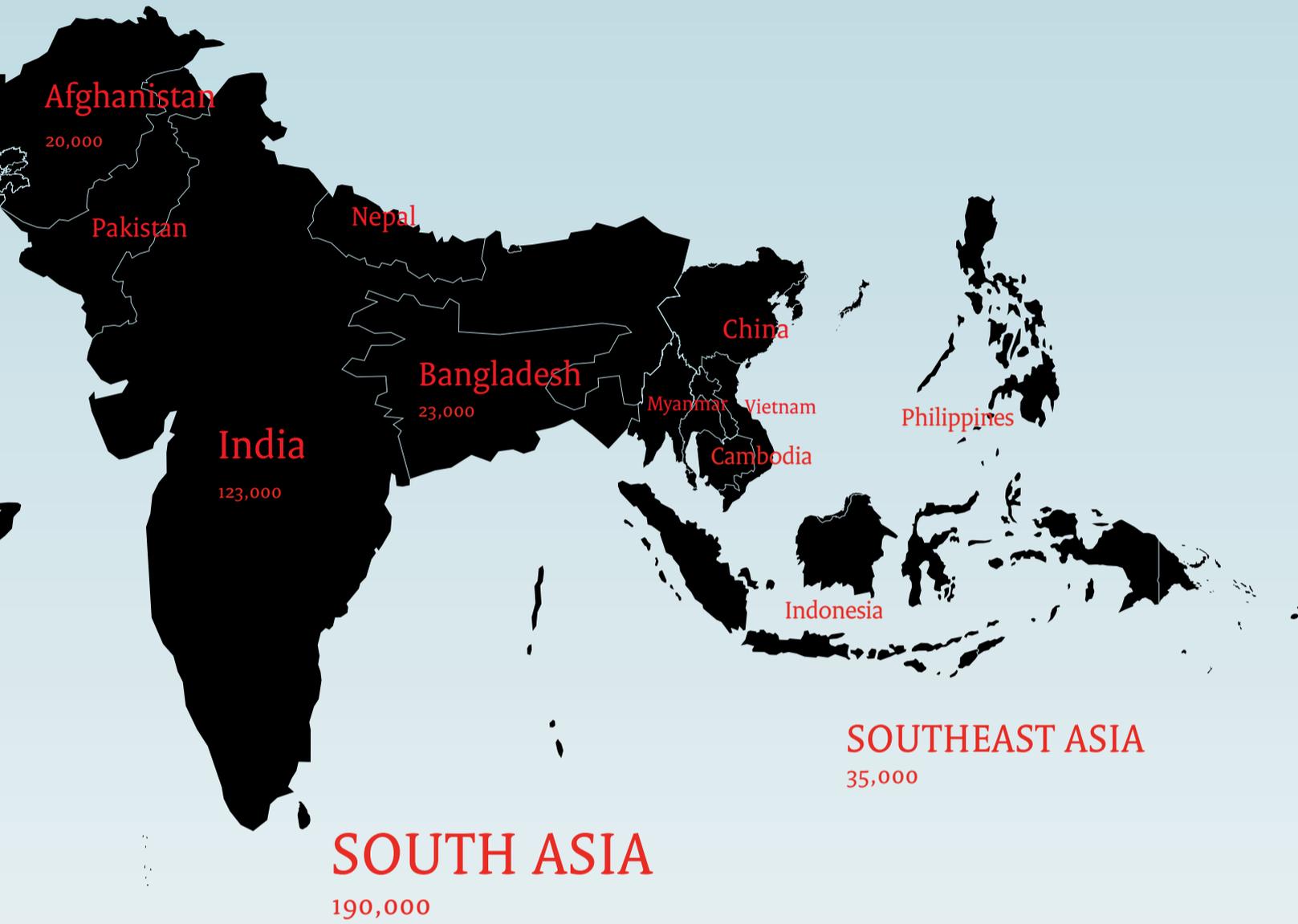
MDG 5: Improve maternal health

Number of women who die during pregnancy or child birth
 Total: 525,000



Maternal mortality rate
 (Source: United Nations Statistical Division)

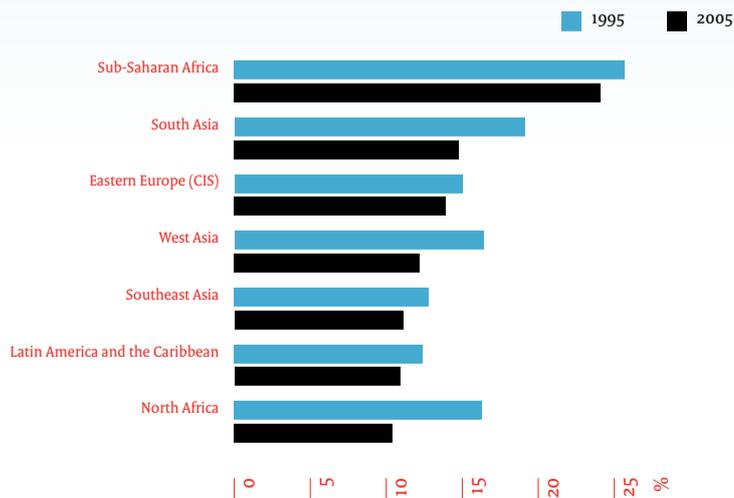




A

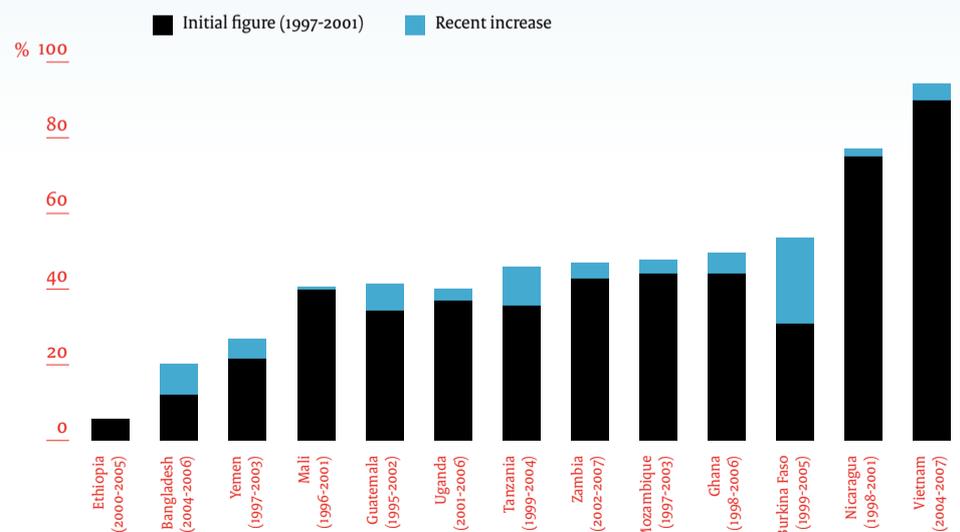
Married women (aged 15-49) with an unmet need for modern birth control methods

(Source: Millennium Development Goals Report 2008 (United Nations))



Proportion of births attended by skilled health personnel in selected partner countries*

(*only those for which post-2002 statistics are available) (Source: World Development Indicators online (World Bank))



4.3

MDG 5: Improve maternal health

4.3.1

Introduction: healthy, well-educated mothers

Healthy, well-cared for children require healthy, well-educated mothers. Children of such mothers make better use of education and the women help to create more opportunities for the economic stability of their families. Women who can decide for themselves if and when to have children are also vital for the social and economic development of their communities and make a direct contribution to the macro-economic development of a country. In other words, it is smart economics. High maternal mortality rates are an indicator of poverty.

Regrettably, since 1990 the global maternal mortality rate has been falling too slowly: one woman dies every minute from childbirth complications (over half a million per year). Demand for contraceptives is exceeding supply ('unmet need') and the adolescent fertility rate is too high. In short, there is still no universal access to reproductive health.

It is estimated that during the next 40 years the global population will increase by 2.6 billion. The world's poorest countries will account for 99% of that growth. By 2050 an anticipated seven billion people will be living in developing countries and two billion in developed countries. The proportion of individuals of reproductive age is at a record high.³⁷ Over 50% of the global population consists of children and young adults below the age of 25. Many lack information on sexuality and how to protect themselves against sexually transmitted diseases (STD), HIV and unwanted pregnancies. They frequently have no access to condoms or other forms of birth control. Many governments do not regard sexual health as a legitimate part of the public health mandate. Yet the taboo surrounding youth sexuality is a factor underlying the AIDS epidemic, the high incidence of teenage pregnancies and maternal mortality. The steady decline in child mortality is matched by a growing trend for smaller families. This is reflected in a rising demand for contraceptives which is exceeding supply. As a result, women are having more children than they want and population growth is falling less quickly than is desirable.

The Netherlands is contributing to progress in meeting MDG 5 through various channels. Through the bilateral channel, it supports the national health policies, including the provision of SRH services, of 12 partner countries.³⁸ It also advocates measures to improve SRHR through political dialogue and support for local NGOs. Dutch and international NGOs focus on direct improvements to decentralised health services, many of which supplement the public health system. They are also active in the sphere of national and international advocacy, notably in relation to sensitive issues such as abortion and the right to sexual and reproductive health, including for adolescents. NGOs have added value in providing information and securing access to contraceptives, responsibilities that are often overlooked by governments. Dutch support for multilateral organisations concentrates on strengthening policy in developing countries and encouraging the development of an international policy. The Netherlands also backs instruments, standards and guidelines for global financial mechanisms which promote access to RHS (reproductive health supplies), as well as providing technical assistance and undertaking research. Private sector inputs consist largely of providing sexual and reproductive health commodities and, increasingly, delivering services.

Understanding of the range of factors that determine the very slow progress in achieving maternal health has increased substantially in recent years. Crucial success factors include the availability of trained midwives, a system for referring women to hospitals and providing emergency obstetric care, access to accurate information and the availability of contraceptives. The underlying causes of lack of progress, such as inequality between girls and boys, the stigma surrounding sexuality and social acceptance of domestic violence, are also crucial. The more equally girls are treated, the more access they will have to information and care, secondary education and the opportunity to grow into healthy adults. The reverse is also true: better health care can improve the position of women and girls, since

their socioeconomic status is affected by their ability to decide whether or not to have children. These strongly inter-dependent factors argue for a multisectoral approach to improving maternal health.

Target 5A:

Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio

Target 5B:

Universal access to reproductive health by 2015

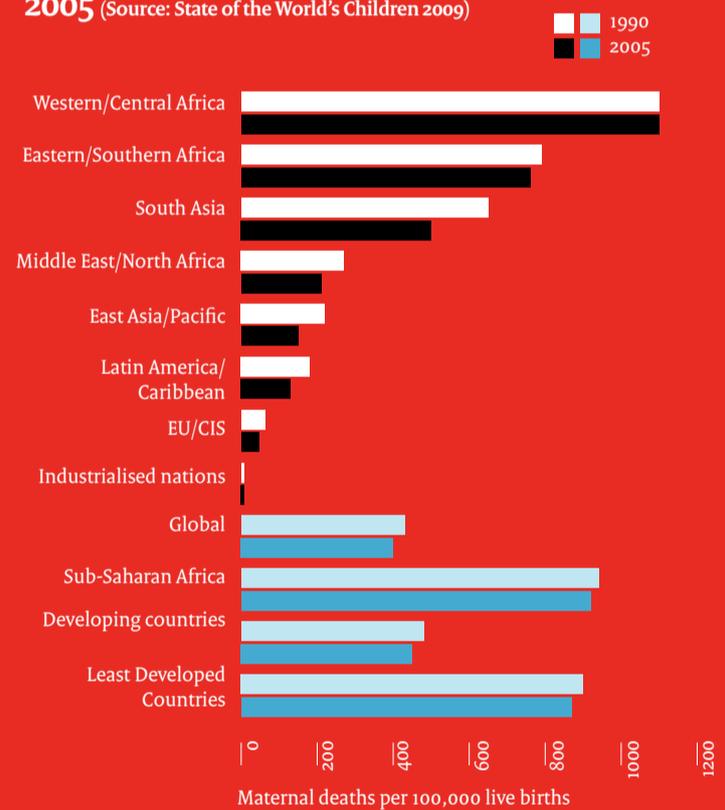


Results chain for MDG 5: an explanation

Women need to be physically and mentally healthy and fit before they become pregnant. In countries where the maternal mortality rate is high and access to sexual and reproductive health is limited (impact), women often have little decisive control or influence over whether they attend school, who they marry and how to make ends meet for themselves and their children without being forced to trade sexual favours for money. Access to contraceptives is especially difficult in countries where discussing sexuality is taboo and girls who practice birth control are stigmatised. Healthy sexual knowledge, attitudes and behaviour help to promote a more effective uptake of key services surrounding family planning, pregnancy and childbirth (sector outcome). It is vital that women who already have access to SRH services can attend a clinic that is not too far from their home or school, with trained staff such as a midwife, the necessary equipment, medicines, and laboratory facilities with the ability to provide safe abortion and refer patients to hospital where necessary. This places high demands on all aspects of the health system: personnel, buildings, equipment, medicines, transport, communications, training and management. All the links in the chain must interact well and jointly define the service capacity that is required (sector output). The Netherlands' input emphasises the primacy of SRHR and the importance of having a functioning health system, both across the board and at each level of service (donor input).

Figure 4.8 Maternal mortality rate, 1990 and

2005 (Source: State of the World's Children 2009)



4.3.2

Overall progress and trends: impact

An unnecessarily high number of women and girls still die during pregnancy and childbirth; many lack an acceptable standard of sexual and reproductive health. Between 1990 and 2005, maternal mortality fell by less than 1% a year, well below the 5.5% needed to reach MDG 5.³⁹

However, there are encouraging signs, including in one or two partner countries. In Burkina Faso, the maternal mortality ratio fell from 566 per 100,000 live births to approximately 400 between 1998 and 2003, a decline of roughly 14% over five years.⁴⁰ In Zambia, maternal mortality fell from 729 per 100,000 live births in 2001-2002 to 449 in 2007.⁴¹

Yet despite the progress that has been made in various countries, the ratio of morbidity and mortality associated with pregnancy and childbirth, including unsafe abortion, is still unacceptably high among women in Sub-Saharan Africa and South Asia.

Unsafe abortion accounts for a high proportion of birth-related deaths among women (13%). Approximately 40% of pregnancies are unplanned, leading to one unsafe abortion every minute, mostly in developing countries. Unsafe abortions account for 70,000 deaths a year (one every seven minutes).⁴² A high proportion are teenagers, many still at school.

4.3.3

Results at country level

Sector outcome: more family planning, declining fertility rates

The increased availability of family planning has been an important factor in the overall decline in fertility in many countries in Latin America and the Caribbean and in Southeast Asia.

Global uptake of birth control, including voluntary sterilisation, has risen in the past 45 years from 10% to 65% of all individuals of reproductive age. During the same period, overall fertility rates have fallen from an average of six children to an average of 2.6.⁴³ Adolescent fertility (15-19 year-olds) fell in almost all regions between 1990 and 2000 but subsequently levelled off or rose slightly (2005). The decline in fertility rates does not however apply to Sub-Saharan Africa and parts of South Asia, where the availability and uptake of contraceptives remains low.⁴⁴

This applies to most of the partner countries in the regions concerned. Between 2003 and 2007, the increase in family planning uptake in Ghana was modest, rising from 26.8% to 28%.⁴⁵ In Bangladesh, the increase in the use of family planning services between 2004⁴⁶ and 2006⁴⁷ was negligible (44% among the poorest (lowest quintile) and approximately 50% among the wealthiest (highest quintile)).

Nevertheless, there has been a huge rise in demand for family planning in these countries. Currently, some 200 million women wish to use contraception but do not have access. This unmet need for family planning fell only slightly between 1995 and 2005. It is expected to grow by 40% over the next 15 years (UNFPA 2007).

Sector output: millions of condoms and trained midwives

In 2007 the International Planned Parenthood Federation (IPPF) distributed 125.6 million condoms to adolescents and clinic visitors. This is many more than the 98 million people reached in 2005. The IPPF reached an average of 7.6 million couples in 2007.⁴⁸

UNICEF recently reported that each year 70,000 young women between 15 and 20 die of pregnancy-related complications. Maternal mortality is five times more likely in young women than in women aged between 20 and 30. In the least developed countries, 49% of young women marry before the age of 18.⁴⁹

In the Netherlands' partner countries, the annual teenage pregnancy rate is more than 50 in every thousand, with the exception of Vietnam. In Ethiopia, Mozambique and Zambia, the rate has increased since 1990. It is striking that Yemen has substantially reduced its teenage pregnancy ratio.

Midwives are the lynchpin of reproductive health care. In rural areas, clinics are often understaffed or have no midwife. Where doctors are needed but are unavailable, there is a growing tendency to pass on certain delivery tasks to midwives. They have proved capable of performing these duties with extra training, as well as giving post-abortion care. One or two countries have adjusted their professional protocols accordingly to compensate for the shortage of doctors. The percentage of births attended by skilled health personnel

Figure 4.9 Ratio of teenage pregnancies per 100,000 women (Source: UNSD)

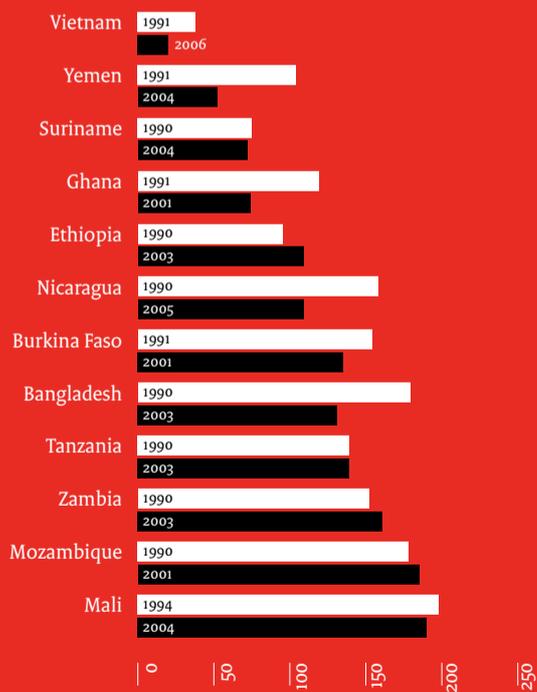
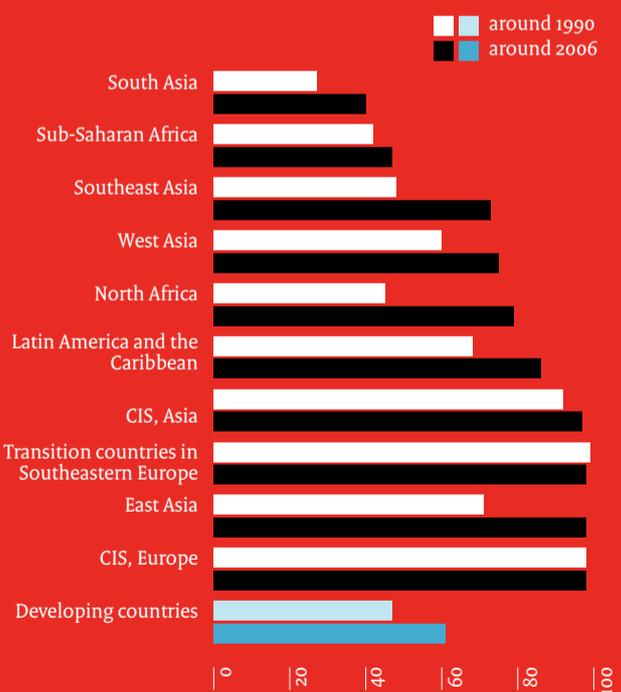


Figure 4.10 Percentage of births attended by skilled health personnel (Source: UN, MDG Report 2008)





(doctors, nurses or midwives) in developing countries has risen from less than 50% in 1990 to nearly 61% in 2006. The increase has been less marked in South Asia (40%) and Sub-Saharan Africa (47%), the two regions with the highest rates of maternal mortality (UN 2008). Yet even here, results are being achieved.⁵⁰ Progress is being made in a number of partner countries who are receiving budget support for the health sector from the Netherlands. In Mali, Dutch aid helped to boost the percentage of births attended by skilled health personnel from 40% to 66% between 2002 and 2006. The disparity between rural and urban areas is striking, ranging from 22% in Gao district to nearly 99% in the capital Bamako.⁵¹ In Ghana, the percentage of attended births rose from 55% to 60% between 2003 and 2008, after falling to 40% in the intervening years.⁵² In 2007, Zambia achieved a score of 45%, exceeding its projected target of 43%.⁵³ Bangladesh also reported a 30% increase in the percentage of attended births between 2006 and 2007, but it remains very low, averaging 18% in 2007. The available figures illustrate the wide gap between income groups. The percentage of attended births for the poorest group rose from 3.3% to 5.2%.⁵⁴ In Yemen, where Dutch bilateral aid is used mainly to improve SRHR, births attended by skilled health workers rose from 27% in 2005 to 36% in 2006.⁵⁵ Income distribution is clearly a major factor within each country.

One critical factor in providing adequate treatment for mother and baby during childbirth is the availability of emergency obstetric care. For example, caesarean sections

are rarely performed due to limited access to operating facilities. Improving the medical referral system at all levels in line with the principles of Emergency Obstetrical Care (EOC) is thus crucial.

Donor output: advocacy and wider public support

Dutch ministers and the Netherlands' AIDS and human rights ambassadors have advocated in various national and international fora to implement the Cairo Consensus, the 20-year action programme on sexual and reproductive health and rights adopted at the 1994 Cairo Conference on Population and Development. As a result, the Maputo Plan of Action on sexual and reproductive health (an action plan for the African continent for 2008-2011) has been included in the EU strategy on Africa.

Embassies often help to promote dialogue between interest groups, governments and the private sector. One example is the dialogue between NGOs and the government in Nicaragua, which has resulted in the launch of a partnership in the context of a cervical cancer programme.

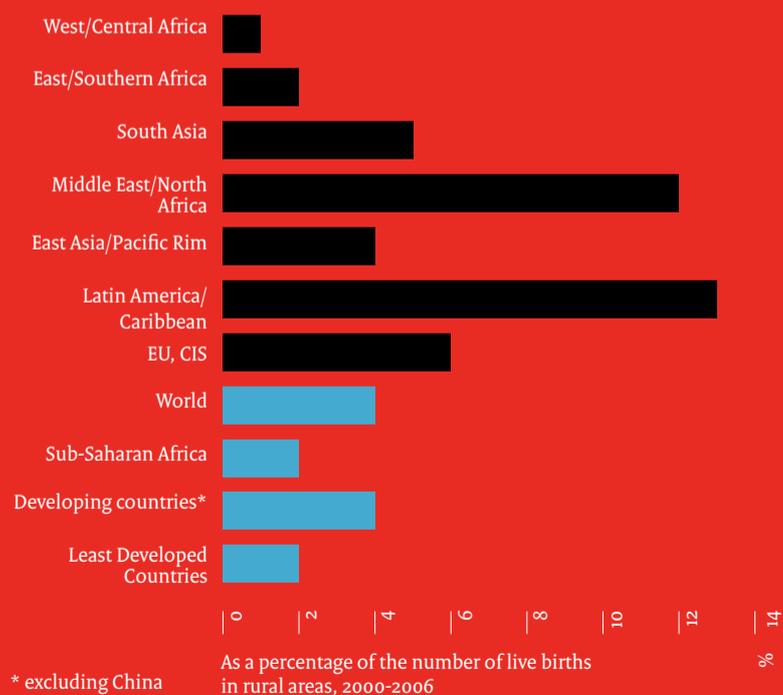
The Netherlands supports organisations that are not afraid to address sensitive issues. In 2008 the IPPF (International Planned Parenthood Federation) published a document entitled *Sexual Rights: an IPPF declaration*. This user-friendly brochure explains how sexual rights are defined in the various human rights conventions. A unique publication of this kind is extremely useful in promoting sexual health.

The Netherlands also helps NGOs take part in national decision-making processes. In its 2007 annual report, the IPPF reports that its member associations are helping to draw up a Medium-Term Expenditure Framework (MTEF) in 14% of the countries where it is active and monitoring the implementation of international agreements in 51% of these countries. In Gambia, the IPPF supported efforts to include contraceptives on the list of essential drugs (making them much easier to import) and in Macedonia it contributed to the development of the National Strategy for Health and Development of Adolescents. In four African countries, IPPF member organisations play a key role in converting the Maputo Plan of Action into national budgets.⁵⁷

The United Nations Population Fund (UNFPA), to which the Netherlands is a leading donor, works closely with governments and religious leaders to increase awareness of SRHR among religious communities. In Indonesia, it encouraged the use of Islamic texts and values to make women aware of their rights and to prevent violence against women. In Kenya, it supports a local initiative to combat female genital mutilation. Since female circumcision is regarded as an important part of a girl's coming of age, an alternative ceremony has been devised involving no physical intervention. This was accepted by fathers, mothers, local leaders and other community members. At country level, UNFPA and a few Dutch-funded NGOs are calling for specific budget lines for reproductive health products. This has been successful in Nigeria.

Figure 4.11 Emergency obstetric care: caesarean sections performed in rural areas (2000-2006)

(Source: UNICEF: State of the World's Children 2009)



In 2006, with support from the Netherlands, WHO compiled a Global Strategy for the Prevention and Control of Sexually Transmitted Infections. Emergency contraception (previously referred to as the 'morning after' pill) is obviously necessary in situations where sexual violence is prevalent, but it is also important in preventing unwanted pregnancies. The World Population Foundation funded an emergency telephone number in South Africa, partly to answer calls concerning unwanted pregnancies. In 2007 it was used by nearly 3,500 people.⁵⁸

Safe abortion

The Netherlands supports Ipas,⁵⁹ Marie Stopes International (MSI), the International Women's Health Coalition (IWHC), PSI and IPPF. All these organisations situate safe abortion within a broad range of services and/or advocacy. In 2007 Marie Stopes International organised the first international conference on abortion to draw attention to the urgent need for safe abortion. The event was attended by 800 representatives from 60 countries.⁶⁰ The Dutch Minister for Development Cooperation, Bert Koenders, addressed the delegates, underlining the seriousness of the global problem. Research on abortion by the Population Council in Latin America has been used as the basis for relevant legislation adopted in Mexico City. To help promote advocacy in favour of safe abortion, the Netherlands is funding the publication of statistics and insights based on research into the prevention of unsafe abortion and the provision of access to safe abortion by the Guttmacher Institute.

A number of international NGOs are taking active steps to improve access to safe abortion and reduce the number of unsafe abortions. In 2008, MSI's efforts to provide safe and affordable abortion services resulted in 500,000 safe abortions being performed globally.⁶¹ In 2007, IPPF offered 650,000 abortion-related services worldwide, 430,000 more than in 2005. Over a million women were thus spared the risks associated with unsafe abortion.⁶² In a growing

number of countries, training of health personnel has been extended in recent years to enable the provision of post-abortion care and safe abortion. NGOs also help governments to streamline access to vital commodities and medicines.

More capacity building

The Netherlands is providing bilateral aid to the health sector in 12 countries, mainly to strengthen health systems. Specific priority is given to improving sexual and reproductive health and rights. The main aim is to build the capacity needed to work systematically and efficiently, resolve bottlenecks (such as the acute shortage of trained manpower and lack of access to medication and commodities), make infrastructure improvements, and link preventive measures to curative efforts.

Available data suggests that overall capacity within the health sector has increased. In Bangladesh, coverage of health care for mother and child was extended between 2004 and 2006 from 10% to 23%. Once again, more attention should be given to closing the income gap, since coverage for the wealthiest population group is 81%.⁶³ Interestingly, Bangladesh has also taken steps to broaden the scope of basic obstetric care and tackle the chronic shortage of trained specialists. This is being done by financing the demand-side through the distribution of 'maternal vouchers' for pregnant women. In Yemen, various initiatives have been launched to improve the quality of health care. This has led to better training and education, more effective data administration, improved supervision and the integration of various services.

In Mozambique, a major plan was drawn up to train a further 20,000 health workers in the context of the International Health Partnership. A similar plan is already being implemented in Ethiopia.⁶⁴ These results provide clear proof of the determined steps that have been taken over the last two years to seriously address the global shortage of trained

health personnel: steps which the Netherlands has and will continue to support.

Dutch NGOs have also helped strengthen the capacity of the health service in developing countries. Examples include a computer software package on sex education developed by the World Population Foundation. In 2007, it was used by 2,500 schools in 70 developing countries, especially in South Africa. As a result, a total of more than 650,000 schoolchildren were taught about gender role patterns, sexuality and the importance of discussing condom use.⁶⁵ The use of computer software is a welcome solution for many teachers, who find it difficult to talk to adolescents about sexuality. Oxfam Novib (in partnership with Butterfly Works) has also achieved positive results through e-learning, which has been used to teach adolescents in Nigeria about sexual, reproductive and human rights as part of their school curriculum. In 2007 Oxfam Novib spent nearly 6 million euros on a special fund for innovative projects highlighting the importance of sexual rights and gender equity. Thirty-eight partner organisations were thus able to contribute to initiatives to reduce maternal and child mortality, HIV/AIDS and inequality.⁶⁶

Better access to reproductive health commodities

The Netherlands has for many years helped to finance the UN research programme on SRHR, the Human Reproduction Programme (HRP), which conducts research on contraceptives and birth control methods, STDs (including HIV), maternity care, abortion and sexual health. The Netherlands currently chairs the HRP Executive Board.

Funding from the Netherlands and other donors has enabled the HRP to generate research results that provide evidence for the effectiveness of various birth control methods, such as IUDs, and to publish an internationally known reference manual for care providers explaining which birth control methods are most appropriate for certain target groups and

Nicaragua

In Nicaragua, the complementary role that the non-governmental channel can play has been demonstrated on more than one occasion.

Puntos de Encuentro, a partner organisation of Oxfam Novib, reported that approximately two million people a day watched a soap opera they had produced dealing with themes such as sexuality, HIV and AIDS, abortion, homosexuality and relationships between men and women. As a result, the popular series had contributed to a more open debate on these issues. This success formula has since been shared with education organisations in Africa, Asia and the Netherlands.

An example of the Netherlands' role as catalyst in encouraging cooperation between governments and NGOs is its cofinancing of a cervical cancer screening programme. Prevalence of cervical cancer in Nicaragua is high. Government clinics offer a screening service but most women in rural areas do not take it up. The Netherlands has played a role as bridge-builder between the government and a local NGO (Ixchen). As a result, Ixchen's mobile clinic is now touring villages and offering on-the-spot screening with the help of a government nurse. Where necessary, women are treated in government clinics. The results of the tests are included in official government statistics.

This is a unique form of cooperation between the government and an NGO in Nicaragua. Between 2005 and 2008, the initiative was responsible for performing 66,000 smear tests. 5,200 women were found to have a form of cervical cancer. They have now been treated or are undergoing treatment; 1,200 have since fully recovered.⁵⁶



4.3.4

Donor input: strategic focus on SRHR

situations. It has also issued a treatment protocol for safe drug-induced termination of pregnancy and a series of guidelines for the introduction of a cervical cancer vaccine in developing countries.

The Netherlands' has supported the development of a standard handbook on family planning by WHO. It gives guidance to clinical officers on which family planning methods to use in specific situations and for specific individuals.

The Netherlands has also contributed directly to initiatives to increase the availability of Reproductive Health Supplies (RHS), and for two years chaired the Reproductive Health Supplies Coalition. It supports organisations that provide RHS, such as IPPF, UNFPA and the Global Fund. In 2005-2006, the Global Fund, UNFPA and IPPF accounted for 10.3%, 21% and 0.9% respectively of overall condom distribution.⁶⁷ Global Fund financing is increasingly used to enable countries to buy condoms for family planning.

Since 2007, the Netherlands and a few other donors have been investing in measures to widen access to an affordable female condom. Use of the female condom appears to be more prevalent when there is a wider choice of contraception methods. Furthermore it is currently the only form of birth control that protects against both pregnancy and STDs and over which women themselves have control. The programme to implement the Schokland Agreement on Universal Access to the Female Condom was launched by Oxfam Novib. A number of other organisations have since joined.

Results directly attributable to the Netherlands relate mainly to advocacy. Dutch ministers highlighted the need for access to safe abortion to the government in Nicaragua and the human rights ambassador in Poland discussed the role of the European Union in relation to SRHR and development cooperation with the authorities there. In addition to the examples mentioned above, the Netherlands also makes its voice heard at major conferences such as Women Deliver, Conflict in Emergencies (Minister for Development Cooperation) and the MDG summit in New York (Prime Minister). In 2008, the Netherlands took steps to promote equal rights for homosexuals in various countries. This included delivering statements at political level, funding studies, bringing together the various actors and encouraging social dialogue.

A high proportion of the Netherlands' input is non-financial. These non-financial inputs focus on capacity building, advocacy and providing platforms on which the various actors can exchange experiences and reach decisions. Examples of results achieved through advocacy are described above.

The Netherlands appoints senior officials to UNFPA and the European Commission through strategic secondments. For example, it is working with UNFPA to integrate SRHR into development plans and processes at country level (Paris Agenda, PRSPs). The Netherlands helps to formulate EU policy on SRHR and to speed up its implementation through its involvement with the European Commission. The secondment of Dutch officials to UNFPA has resulted in the organisation prioritising the Paris Agenda in its country strategies, to the extent that it has is now taking the lead on aid effectiveness within the UN. The secondment of a Dutch Expert to the European Commission has contributed to the adoption of the MDG Agenda of Action by the Commission and all EU member states. The agenda seeks to accelerate progress towards the MDGs and sets a number of interim goals for 2010. They include 21 million more births attended by trained health personnel and access to modern birth control methods for 50 million more women.

NGOs play a crucial role in promoting the politically sensitive issue of sexual and reproductive rights. They give a voice to stakeholders by bringing facts to light, calling for political attention for human rights violations, monitoring policy, keeping the public informed and helping to uphold the consultation process.

The main beneficiaries of Dutch financial aid for MDG 5 are UNFPA, WHO, Dutch NGOs (WPF, CHOICE) and the international NGOs IPAS, MSI, IWHC, PSI and IPPF. A large financial contribution to MDG 5 and SRHR is provided through bilateral support for the health sector in the 12 partner countries.

- 37 Source: Population Reference Bureau 2008 World Population Data Sheet (www.prb.org).
- 38 Mali, Burkina Faso, Ghana, Ethiopia, Yemen, Tanzania, Zambia, Mozambique, Bangladesh, Vietnam, Suriname, Nicaragua.
- 39 Joint News Release by WHO/UNICEF/UNFPA/World Bank: Maternal mortality ratio falling too slowly to meet goal (17/10/2007). www.who.int/mediacentre/news/releases/2007/pr156/en/print.html
- 40 Demographic Health Survey Burkina Faso (2003).
- 41 Demographic Health Survey Zambia (2007).
- 42 UNFPA, Population issues: safe motherhood 2007.
- 43 UNFPA factsheet: No woman should die giving life. Contraceptives save lives; Meeting the needs for Family Planning: http://www.unfpa.org/safemotherhood/mediakit/documents/fs/factsheet2_eng.pdf
- 44 The Millennium Development Goals Report, United Nations – 2008: mdgs.un.org/unsd/mdg/Resources/Static/Products/Progress2008/MDG_Report_2008_En.pdf
- 45 Ministry of Health Mid-Term Review 2008, from Sector Track Record 2009.
- 46 Demographic Health Survey Bangladesh 2004, from Sector Track Record Bangladesh 2009.
- 47 Utilisation of Essential Service Delivery (UESD) Survey of Bangladesh 2006, from Sector Track Record Bangladesh 2009.
- 48 IPPF 2007 annual report.
- 49 UNICEF, State of the World's Children 2009.
- 50 The Millennium Development Goals Report 2008.
- 51 Ministère de la Santé, Mali.
- 52 Ministry of Health, Ghana.
- 53 Ministry of Health, Zambia.
- 54 Ministry of Health and Family Welfare, Bangladesh.
- 55 Ministry of Public Health and Population, Yemen.
- 56 Ixchen data in collaboration with, and approved by, the Ministry of Health (MINSa) of Nicaragua.
- 57 IPPF Annual Report 2007: <http://www.ippfen.org/en/ippf+en+annual+report+2007.htm>
- 58 WPF annual report 2007.
- 59 Protecting Women's Health. Advancing women's reproductive rights.
- 60 WPF information directly supplied from a conference report organised by MSI.
- 61 MSI annual report 2008.
- 62 IPPF annual report 2007.
- 63 Demographic Health Survey Bangladesh 2004, from Sector Track Record Bangladesh 2009 and Utilisation of Essential Service Delivery (UESD) Survey Bangladesh 2006, from Sector Track Record Bangladesh 2009.
- 64 IHP+ Compact Mozambique & IHP+ Compact Ethiopia, a supplement to the Plano Estrategico Sector Saude Mozambique and Health Sector Development Programme (HSDP-III) 2005-2010.
- 65 WPF: direct communication from own data, 2007 annual report.
- 66 Oxfam/Novib: own data from innovation fund.
- 67 USAID policy brief.

MDG 6: Halt the spread of HIV/AIDS

Number of people infected with HIV (0-49 years old)

WESTERN AND CENTRAL EUROPE
0.6-1 million

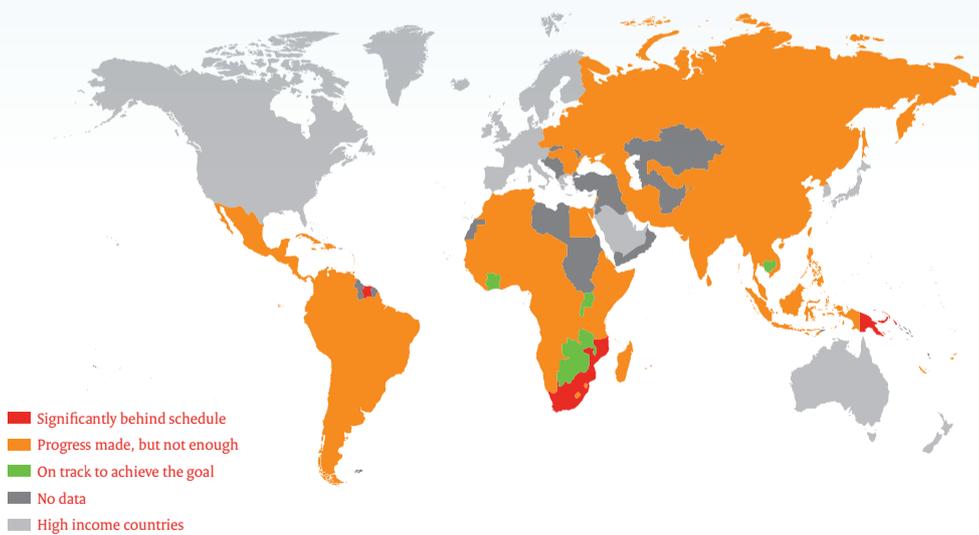


1 million

The size of each country is proportional to: the number of people infected with HIV (0-49 years old)

Halting the spread of HIV/AIDS: will countries achieve this goal?

(Bron: United Nations Statistical Division)





EASTERN EUROPE AND CENTRAL ASIA
1.1-1.9 million



EAST ASIA
0.5-1.1 million



ARAB COUNTRIES
0.3-0.5 million



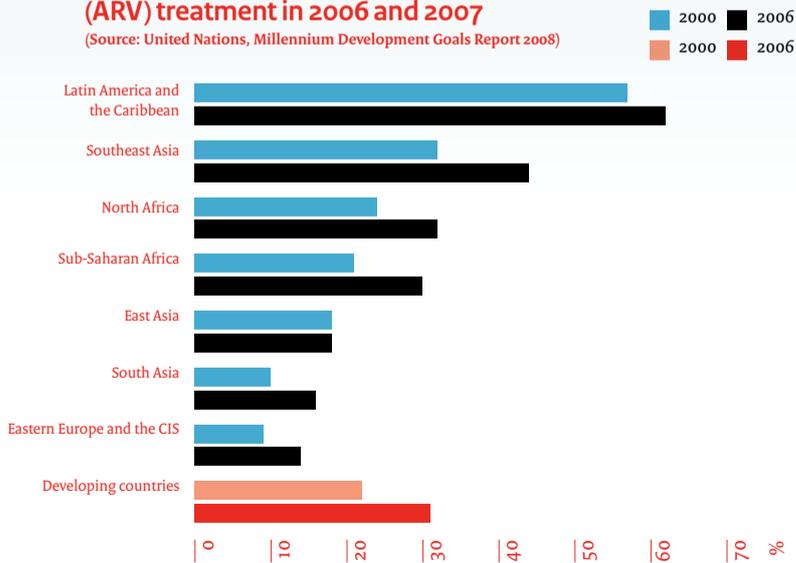
SOUTHWEST ASIA
3.5-5.3 million

SUB-SAHARAN AFRICA

20.5-23.6 million

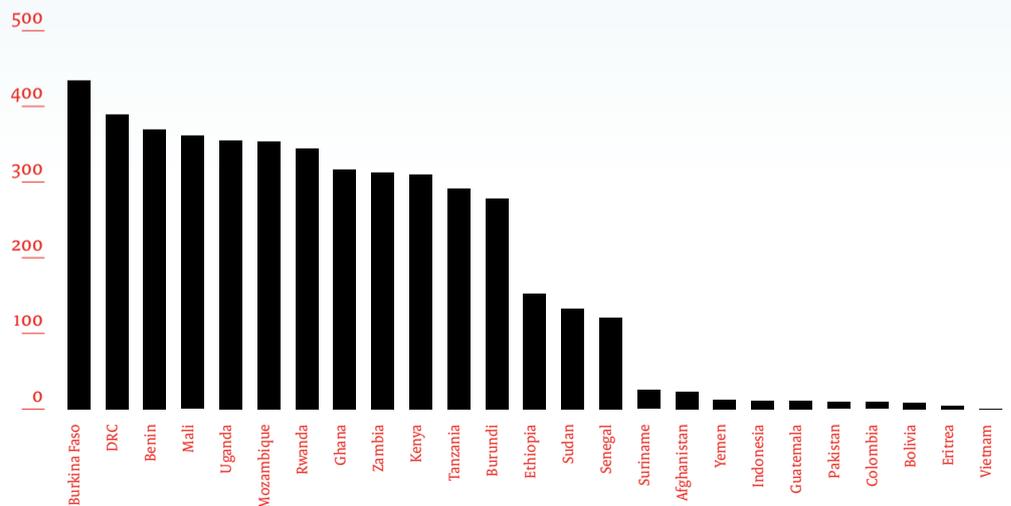
Proportion of people living with AIDS with access to antiretroviral (ARV) treatment in 2006 and 2007

(Source: United Nations, Millennium Development Goals Report 2008)



Malaria cases per 1,000 inhabitants

(most recent estimate) Source: World Malaria Report 2008 (WHO)



4.4

MDG 6: Combat HIV/AIDS, malaria and other diseases

4.4.1

Introduction

The absolute number of people living with HIV/AIDS worldwide remains high at approximately 33 million. Moreover, this number is still rising. AIDS is having severe social and economic effects on families, communities and societies. The 'AIDS response' is therefore vital. HIV/AIDS is also closely associated with malaria and tuberculosis (TB). HIV/AIDS, malaria and TB are therefore discussed together for the first time in this report. All three diseases are addressed simultaneously by MDG 6, which forms the guideline for this chapter.

The Netherlands is actively working towards MDG 6 in the 12 partner countries to which it provides bilateral health sector support. It also gives project based support to HIV and AIDS programmes in other partner countries. Through the multilateral channel, the Netherlands works with a wide range of UN organisations such as UNAIDS and its co-sponsor organisations UNICEF, WHO, UNFPA and UNODC. These agencies have the practical expertise and mandate to prioritise SRHR, AIDS, TB and malaria and to help developing countries implement measures and monitor progress. Outside the UN, the Netherlands works with the World Bank, the Global Fund to Fight AIDS, Tuberculosis and Malaria

(GFATM) and other international partnerships, mostly in relation to malaria and tuberculosis. Through the non-governmental channel, the Netherlands cooperates with a wide range of actors and supports various NGOs, mainly through the cofinancing system (MFS). The Ministry of Foreign Affairs focuses support on organisations that are not afraid to discuss sensitive issues such as adolescent sexual and reproductive health, or that work with groups suffering discrimination in many countries, such as men who have sex with men (MSM), sex workers, drug users, migrants, prison inmates and people with disabilities. NGOs play an important role in organising services at local level. Many also make a vital contribution to advocacy as well as providing technical assistance, developing technical instruments, producing or distributing information and funding small local organisations and initiatives.

The role of the private sector as a healthcare provider in achieving the MDGs is increasing. The Netherlands is encouraging cooperation between the public and private sectors, for example by supporting a range of public-private partnerships for the development and implementation of diagnostics, vaccines, medicines and intervention strategies.

The Netherlands is a global frontrunner and specialist in the treatment and eradication of tuberculosis, based on its own domestic elimination programme and the Dutch government's active involvement in the international fight against TB. The Netherlands supports many multilateral initiatives such as the Global Stop TB Partnership. Much is also being achieved through the non-governmental channel. KNCV Tuberculosefond is playing a leading role in this process, assisted by an annual 2.5 million euro grant from the Dutch government. KNCV supports planning and capacity building for the managements of national programmes to stop TB in 44 countries. It is a partner of WHO and a leading partner of USAID in the fight against TB. Other actors include the Royal Tropical Institute (KIT) and the National Institute for Public Health and the Environment (RIVM). They also contribute to the international TB eradication campaign through the creation of laboratory capacity and the implementation of new diagnostic techniques.



MDG target 6A:

Have halted by 2015 and begun to reverse the spread of HIV/AIDS

MDG target 6B:

Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it

MDG target 6C:

Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases

Results chain for MDG 6: explanation

The long-term goal (impact) is to reduce the incidence of illness and death associated with HIV/AIDS, tuberculosis, malaria and other serious diseases. A woman who is suffering from weight loss, coughing and general malaise cannot farm her land properly. As a result, her family has less to eat and the costs of attending a clinic seem insurmountable. The local herbalist cannot help. Eventually her husband gives her permission to go to the clinic: after all, who else will take care of the children? Her sputum is tested and she is found to have tuberculosis. Unfortunately, that isn't all. The reason her immune system is so weak is because she has also contracted HIV, the virus which causes the infection that can lead to AIDS. Her husband is probably also infected. Malaria is a recurrent problem, especially among the children. Moreover, her youngest child may have contracted HIV from her when it was born a few months previously. Fortunately, the woman's TB and malaria can be successfully treated. Her HIV can also be held in check through antiretroviral treatment. Insecticide-treated bed nets will keep malaria to a minimum. Contraceptives will allow her to build up her strength before becoming pregnant again, so that her children will not have to help out at home and can return to school. The hope now is that her husband won't be afraid of being stigmatised and will also report to the clinic. In the results chain, the level of

uptake of these facilities is the 'outcome'. The sector output is to make these services as accessible as possible and use public information campaigns and education to prevent people from contracting these diseases. The Netherlands' bilateral assistance (donor output and input) is channelled mainly to the ministries of health in 12 partner countries. The Netherlands is also an important donor to the Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM) and is represented on its Executive Board. Dutch NGOs play a major role in this sector by strengthening local services and public awareness through local partner organisations. UNAIDS coordinates the input of multilateral UN agencies.

4.4.2

Overall progress and trends: impact

HIV/AIDS: fewer new infections

Approximately 33 million people are infected with HIV/AIDS, according to the latest estimates.⁶⁸ HIV prevalence is still rising. This is partly the result of new infections but is also a sign of success because more people are living longer through better access to treatment. Sub-Saharan Africa is the region worst affected by HIV/AIDS. Two-thirds of all people living with HIV live in the region, despite the fact that it is home to just over 10% of the global population. Three-quarters of all AIDS-related deaths occur there. In 2007, two million people died of AIDS-related complications worldwide.⁶⁹ The main causes of infection in Africa are unprotected sex, sex with multiple concurrent partners and mother to child transmission. Infection through needle-sharing by intravenous drug users is another major cause of HIV transmission, especially in Asia and Central Europe. Needle-sharing accounts for 10% of all new cases of HIV (30% if Africa is not included).

In recent years, several countries have reported a declining HIV prevalence (percentage of the population living with HIV).⁷⁰ This is attributed mainly to HIV prevention programmes aimed at promoting a change of behaviour in young people.

In recent years, there have been many changes that are significant for the fight against HIV/AIDS, TB and malaria. Some can be seen as improvements. For example, the level of new HIV infections has fallen from three million a year in 2001 to 2.7 million in 2007.⁷¹ Over the last two years, it has become increasingly clear following research by UNAIDS and others that HIV prevalence, including in countries

where the epidemic is more dispersed, is particularly high in groups that are at greater risk of contracting HIV: commercial sex workers and their clients, men who have sex with men (MSMs) and intravenous drug users. There has been a marked increase in the number of AIDS patients with access to antiretroviral (ARV) treatment in recent years.⁷² Some countries have seen a shift in the epidemic. In Thailand, where commercial sex workers were the most vulnerable group a few years ago, most new infections now occur in the general population, drug users and MSMs. New epidemics are emerging in Eastern Europe (Russia, Ukraine) and in Central and East Asia, largely spread by intravenous drug use. The AIDS epidemic is growing in Asia, where it is linked with TB. In Asia and Latin America, the infection is being spread mainly through drug injection and commercial sex.

There are still enormous taboos surrounding HIV and AIDS. This is largely because HIV is associated with sex, illness, death and behaviour that many regard as socially undesirable. This taboo, together with stigmatisation, discrimination and violation of the human rights of people living with HIV, are major obstacles for effective HIV prevention, care and treatment.

The stigma associated with HIV makes people reluctant to be tested, share their diagnosis, take steps to protect others or seek treatment themselves. In countries where drug use is a major factor in the spread of HIV, the criminalisation of drug use strengthens this sense of stigma. Governments sometimes do not acknowledge the seriousness of the epidemic and therefore fail to do as much as they should.

There has been an increase in the feminisation of HIV/AIDS in recent years. The proportion of women living with HIV is increasing, especially among those aged below 24. It is often difficult for women and adolescents to protect themselves from HIV infection. They often cannot demand safe sex and many are subjected to sexual violence. Gender inequalities, poverty and inadequate HIV prevention, including poor sexual and reproductive health care, is leading to a feminisation of the epidemic. The social consequences of AIDS are often worse for women and girls since they often have to care both for sick relatives and for children.

Tuberculosis

People with HIV are more susceptible to catching tuberculosis. Over the past two years, substantial progress has been made in increasing the percentage of TB sufferers who are tested for HIV. In Kenya, this percentage has grown from less than 20% in mid-2005 to 79% at the end of 2007, partly due to support from the Netherlands.⁷³

The intensive application of anti-TB measures in line with the WHO's Stop TB Strategy has led to a reversal at impact level in the number of new TB cases (incidence) since 2006. Globally, we are on track to meet the MDG, that is, to halt and reverse the epidemic. However, the fight against TB still faces an enormous challenge in Africa and Europe, where self-imposed targets for TB prevalence and mortality are unlikely to be met. Of the two key targets, 'successful treatment' (85%) was attained in 2007-2008, while 'detection rates' (62%) are still lagging well behind the objective (70%).⁷⁴ In Africa, this target is unlikely to be met by 2015.

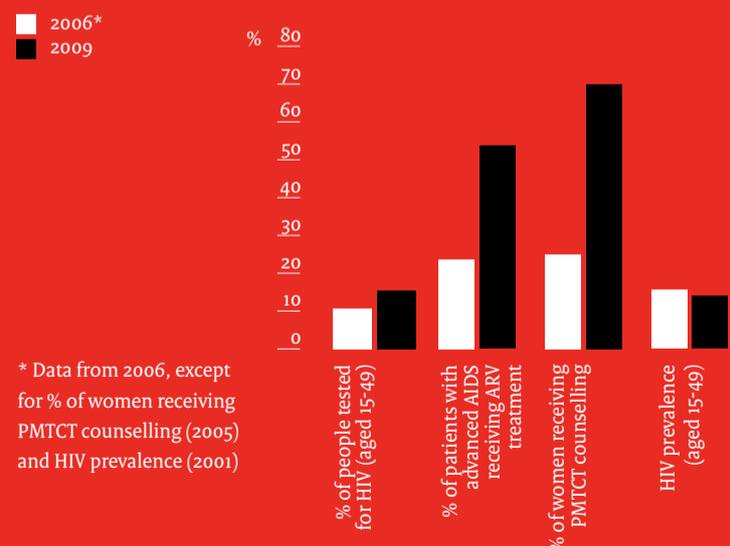
More than 7,400 new HIV infections a day in 2007

- over 96% occurred in low and middle income countries
- approximately 1,000 occurred in children below the age of 15
- approximately 6,300 occurred in adults aged 15 and over, 50% of whom were women and 45% young adults (aged 15-24)

For every two people who begin a course of ARV treatment, five become newly infected with HIV (Source: UNAIDS 2008)

Figure 4.12 Progress in Zambia: four HIV/AIDS indicators

(Source: Demographic Health Survey Zambia 2007 (2008) and Ministry of Health (2008) Report of the Mid-Term Review 2007)





4.4.3

Results at country level

Sector outcome: substantial rise in ARV treatment

Several countries are making good progress in terms of the key HIV/AIDS indicators. Zambia, for example, has registered improvements in the four main indicators.

Dutch aid has helped to substantially increase the number of people being tested for HIV, and access to ARV treatment has risen sharply: by 2007, ten times as many people were receiving treatment than in 2002.⁷⁶ Over three million people are now being given treatment for HIV/AIDS. The proportion of women with access to PMTCT counselling rose from 9% of all pregnant women in low and middle income countries in 2006 to 33% in 2008.⁷⁷ As a result, fewer babies have contracted HIV before and after birth: 370,000 in 2007 compared with 450,000 in 2000.⁷⁸ A higher proportion of TB cases are being detected and successfully treated. The fight against malaria is also progressing well, with many more insecticide-treated bed nets becoming available. The Global Fund, which is financed by the Netherlands and other donors, played a leading role in organising this initiative.

Another successful outcome of Dutch support for civil society organisations (via the MFS) has been a rise in the number of people receiving information and advice on HIV/AIDS, prevention methods and reproductive health care. Many organisations have helped to achieve this result in recent years. In 2007, for example, Cordaid and Oxfam Novib's public information campaigns jointly reached over four million people.

Another significant area of concern is the spread of multi-drug-resistant TB, which is very difficult to treat.

Malaria

Although insecticide-treated bed nets are increasingly commonly used, the overall target – 'to ensure that 80% of people sleep under insecticide-treated bed nets' – is still a long way off. Nevertheless, some countries do appear to be in a position to meet it. Insecticide-treated bed nets are a prompt and effective way of reducing malaria-related anaemia, fever and death, especially among children. However, a substantial extra effort is required to attain these targets in all the countries where malaria is endemic.

While considerable progress has been made, especially in increasing the number of available bed nets and in developing new medicines, malaria remains a serious problem and the Netherlands will therefore continue to work towards its eradication. In some regions, notably in Sub-Saharan Africa but also in parts of Asia, the fight against malaria is complicated by the rapid spread of drug-resistant forms of the disease. New medicines to combat these strains are too expensive to administer widely. As a result, although most countries have officially begun to treat malaria with new drugs, an extensive market for counterfeit medicines has evolved. WHO estimates that as much as a fifth (200,000/1 million) of global malaria-related deaths could be prevented if counterfeit treatments were taken out of circulation.⁷⁵

Table 4.1 GFATM interventions⁷⁹
(Source: GFATM)

Intervention	June 2006	December 2007	June 2008	December 2008
HIV Number of people receiving ARV treatment	0.544 million	1.4 million	1.75 million	2 million
TB Patients receiving DOTS	1.43 million	3.3 million	3.9 million	4.6 million
Malaria Number of insecticide-treated bed nets distributed	11.3 million	46 million	59 million	70 million

In the same year, HIVOS and Terre des Hommes provided access to medical care and professional counselling during ARV treatment to a million people living with AIDS.⁸⁰

Substantial progress has also been made in tackling malaria. The Netherlands played an active role in establishing the Affordable Medicines Facility for malaria, an initiative to make available effective low-cost treatments for care providers in both the public and private sectors. This will help to squeeze medicines that are no longer effective from the market. The mechanism was developed further in 2008 and will be launched in 2009.

Six African countries reached the WHO prevention target for malaria (protect 50% of the population against malaria by increasing the availability of insecticide-treated bed nets): Ethiopia, Kenya, Madagascar, Niger, Sao Tomé and Príncipe, and Zambia. These results are encouraging and show that it is possible to alleviate the impact of malaria through existing interventions.

The development of new medicines and vaccines is generally the result of cooperation between donors, research institutes, non-governmental organisations and the private sector. These are lengthy processes whose outcomes are difficult to predict. However, positive results have been achieved. Dutch funding has enabled the Drugs for Neglected Diseases Initiative (DNDI) to register a new combination therapy for malaria, creating more opportunities for the treatment of the disease. The Netherlands is also contributing to international public-private partnerships to eradicate TB. This has led to the development of a new vaccine that has now reached the next stage of clinical re-

search. A relatively large number of Dutch organisations and companies are involved.

In the partner countries where the Netherlands provides budget support for the health sector, it has contributed to the quality and availability of health care services and hence to meeting MDG 6. Treatment of TB has improved in all the countries. In Mozambique, the percentage of successful treatments rose from 39% in 1995 to 79% in 2005. TB prevalence fell in all the non-African countries and in Ghana and Mali.⁸² The same is true of HIV/AIDS: more people are undergoing ARV treatment, the number of ARV treatment centres has increased and the percentage of women receiving PMTCT counselling during pregnancy has also risen.

Sector output: working towards a single policy

As well as making substantial progress through financial inputs, the Netherlands has also made a significant contribution to international consensus about methods and targets through its advocacy activities. This has caused more attention to be given to the fight against AIDS by international organisations such as ASEAN, the European Union, the African Union, the G8 governments and bilateral donors. Agreement has been reached in many areas about what a combined policy should aim for and where opportunities and threats lie. For example, the various multilateral, non-governmental and bilateral actors have all agreed to adopt the 'Three Ones' principle.⁸³ This initiative is now being applied worldwide to encourage an effective country-level AIDS response. In 2007 and 2008, closer cooperation and information exchange substantially improved our un-

derstanding of the complex of factors underlying the spread of AIDS. It clearly showed that each country faces its own specific challenges and that there can be no single 'one size fits all' policy. UNAIDS has, with financial and institutional support from the Netherlands, embraced the 'know your epidemic' analysis to help countries pursue more effective country policies. Such analyses provide a more accurate understanding of the behaviour and social circumstances underlying the spread of HIV and the factors that restrict access to information and services for vulnerable groups.⁸⁴

Analyses of the results achieved by Dutch-funded NGOs show that they play an active role in strengthening the lobbying capacity of local organisations. Civil society and NGOs in many countries have become stronger and are increasingly bringing their own voice to policy discussions. The Global Network of People living with HIV (GNP+) and other organisations are working to improve the position and organisation of networks of people living with HIV. Another example is the Treatment Action Campaign in South Africa,⁸⁵ which mainly uses lobbying and civil disobedience to pressurise the government to make ARV treatment available.

The Netherlands is a major sponsor of the European Developing Countries Clinical Trial Partnership (EDCTP). Its contribution is channelled through the NACCAP (Netherlands-African Partnership for Capacity Development and Clinical Interventions Against Poverty-related Diseases). The aim of NACCAP is to strengthen African research and development on poverty-related diseases through improved North-South cooperation via local R&D centres. The grant provided by the Netherlands has been used to set up four 'networks of excellence' in different African regions. They play a key role in local capacity

Youth Peer Education

UNFPA's Youth Peer Education Network (Y-PEER) aims to strengthen the knowledge base and widen access to health care for young people. Adolescents are given training in HIV/AIDS and SRHR issues so that they can become peer educators and trainers of trainers. The network uses the expertise of Dance4Life and Soa AIDS Nederland to compile an effective training programme. By the end of 2007 the initiative had mobilised some 5,000 adolescents from 39 countries through its website (www.youthpeer.org).⁸¹ As well as training peer educators and trainers, Y-PEER also makes knowledge available and comprehensible, offers national and international training courses, organises campaigns and conferences and engages in advocacy on behalf of adolescent rights. The network thus brings together various Dutch-funded initiatives with a common agenda, strengthening their combined input through cooperation and complementarity.

LAASER: Maintaining the effectiveness of ARV treatments

There has been a sharp rise in the number of people gaining access to antiretroviral treatment in recent years. However, when these drugs are administered on a large scale there is a risk of the virus becoming resistant. In 2006 the AIDS Fund decided to take action to prevent this. Together with three partners (ICSS, PharmAccess and TREAT Asia), it launched the large-scale LAASER project: Linking African and Asian Societies for an Enhanced Response to HIV/AIDS. Over the next five years, approximately 4,000 patients in 25 countries in Africa and Asia will be closely monitored to gain more insight into the longer-term effects of ARV treatment and its consequences for drug resistance. The Netherlands is contributing 10 million euros to the initiative.



4.4.4

Donor input: harm reduction

building. A proportion of NACCAP funding has contributed directly to more than 40 clinical studies and over a hundred capacity building activities which are being supported by the EDCTP.⁸⁶

WHO's Tropical Disease Research and Training Programme (TDR) is an important research and capacity building programme supported by the Netherlands. The bilateral channel is also of great value for the success of capacity building policies. Interventions have focused mainly on tackling the acute shortage of human resources, improving access to medication and resources, boosting the expertise of medical personnel and working with the private sector and civil society.

Donor output: addressing sensitive issues

The Netherlands is a leading advocate of the human rights-based approach to HIV and AIDS. Dutch policy is unequivocal: respecting and upholding the human rights not only of people at risk of contracting HIV but also of those who already have the virus, is not just a legal entitlement but also leads to better public health outcomes. The Netherlands has an international reputation as a strong advocate of human rights for people living with HIV and as a partner who is not afraid to address sensitive issues. Such issues, which lie at the interface of HIV/AIDS and SRHR, include special attention for vulnerable groups, SRHR for adolescents and people living with HIV, feminisation of the AIDS epidemic, combating discrimination against women and special attention for people with a physical or mental disability. Dutch support therefore concentrates on tackling violence against women, integrating SRHR and HIV/AIDS ('from policy to practice') and providing for the consequences of the AIDS pandemic. The Netherlands' efforts have yielded many positive results in international debates, policymaking and practice. The most notable of these achievements was reflected at the High-Level Meeting to discuss the progress of UNGASS in July 2008. In his keynote address, UN Secretary-General Ban Ki-Moon for the first time explicitly stressed the need to protect the human rights and position of marginalised

groups. Dutch policy is also reflected in the GIPA principle,⁸⁷ the policy of including men and women in the implementation of initiatives and the special focus on children.

Embassies often support dialogue between government agencies, NGOs and the private sector at country level. The main areas of action are: coordinating between programmes, boosting complementarity and providing more effective AIDS care and other essential prevention and treatment services. Innovative approaches are needed to widen access to health care. One of these is the Health Insurance Fund, a public-private partnership launched in Nigeria by the Netherlands and PharmAccess International to improve access to good medical coverage for poorer communities. Preparations are under way to launch a similar initiative in Tanzania.

The Dutch government works with many different NGOs. The deployment of relevant social analysis and technical knowledge through diplomatic channels strengthens the impact of advocacy. The policy dialogue is also enriched at country level by the involvement of groups of stakeholders and a wide local knowledge base. The accessibility, quality and scope of service delivery improve when Dutch actors give a consistent emphasis to their policy.

The Netherlands plays a key advocacy role in the fight against HIV/AIDS. The AIDS ambassador promotes Dutch policy in national and international fora and encourages other countries to intensify their own efforts. The Netherlands also strongly supports the pursuit and implementation of a consistent policy on harm reduction strategies which protect intravenous drug users against contracting HIV. The policy dialogue with UNAIDS, UNODC and others has helped to improve national consensus and coordination on harm reduction.

The added value provided by the Netherlands goes further than harm reduction, however. The Netherlands has gained useful experience in areas such as sexual awareness campaigns for adolescents and the issues related to MSMs. The Netherlands is a valued and respected partner in international fora, as shown by its substantial contribution to, and influence on, high-level agreements. For example, it provided input for the 2006 UN High-Level Meeting on HIV and AIDS. Partly through the Netherlands' efforts, satisfactory agreements were reached on universal access to prevention, treatment and care, as well as on the setting of national goals. The human rights-based approach championed by the Netherlands integrates elements such as participation by people living with HIV based on equality (GIPA)⁸⁸ into local, national and international AIDS responses.

The Netherlands also exercises influence by helping to promote good governance. One example is the UN Tropical Disease Research and Training Programme (TDR), where the Netherlands is working on matching research more closely to policy issues, specific implementation issues and local capacity building needs. The Netherlands provides important non-financial support to the Stop TB initiative. Partly in response to an external evaluation of the Stop TB programme, it has encouraged the further tightening of objectives and the monitoring of progress within the various working groups. The Netherlands also provides active input to UNAIDS and UNFPA.

The Netherlands as advocate, knowledge broker and bridge-builder:

- 1 • 2007: the Netherlands organises a round table conference on the feminisation of HIV/AIDS.
- 2 • 2008: the Ministry of Foreign Affairs publishes the report *Out of the Margin: harm reduction and HIV prevention*.
- 3 • August 2008: high-level representatives from the Netherlands (the Minister for Development Cooperation and the AIDS ambassador) attend the International AIDS Conference in Mexico.

The last few years have been highly successful ones for the mobilisation of financial resources to combat HIV/AIDS. In 2006, a total of US\$ 8.9 billion was allocated to the fight against AIDS, rising to nearly US\$ 10 billion in 2007.⁸⁹ AIDS was not the only priority area to benefit; in 2009, total contributions to national tuberculosis programmes (for countries accounting for 91% of all TB cases worldwide) reached record levels, at US\$ 3.6 billion, compared with US\$ 2.6 billion in 2008 and US\$ 1.6 billion in 2007.⁹⁰

The Netherlands is a leading multilateral donor, not just in terms of financial inputs but also in terms of administrative commitment. It is a major contributor to UNFPA and UNAIDS and makes substantial financial contributions to UNDP, UNICEF, WHO and the Global Fund to Fight AIDS, Tuberculosis and Malaria. The Netherlands also supports the Global Stop TB Partnership and Roll Back Malaria and makes significant investments in public-private partnerships for the development of new vaccines, drugs and diagnostics for HIV/AIDS, TB and malaria. It has committed a total of 80 million euros for the 2006-2009 period. Beneficiary organisations include IAVI, IPM, Aeras, GATBD, EMVI, MMV, DNDi and FIND. The lion's share of funding for MDG 6 is earmarked for Africa. Some of this is being committed through the non-governmental channel.

Organisations that have benefited from Dutch financial aid through the non-governmental channel include AFEW, PharmAccess, AIDS Fonds and Stop AIDS Now.

79 GFATM.

80 CFS progress report 2007.

81 Y-PEER information: http://www.youthpeer.org/contents/About_Us_PDF/FLE090224051432.pdf

82 WHO report 2009, Global tuberculosis control.

83 Prescribing a single agreed HIV/AIDS action framework, one national AIDS coordinating authority and one agreed country-level monitoring and evaluation system.

84 The term 'vulnerable groups' refers to sexual minorities, sex industry workers and injecting drug users. Other at-risk groups include children who live and work on the streets, refugees, displaced persons and people with a physical or mental impairment.

85 TAC = Treatment Action Campaign.

86 Netherlands-African partnership for capacity development and clinical interventions against poverty-related diseases.

87 Greater Involvement for People living with HIV and AIDS.

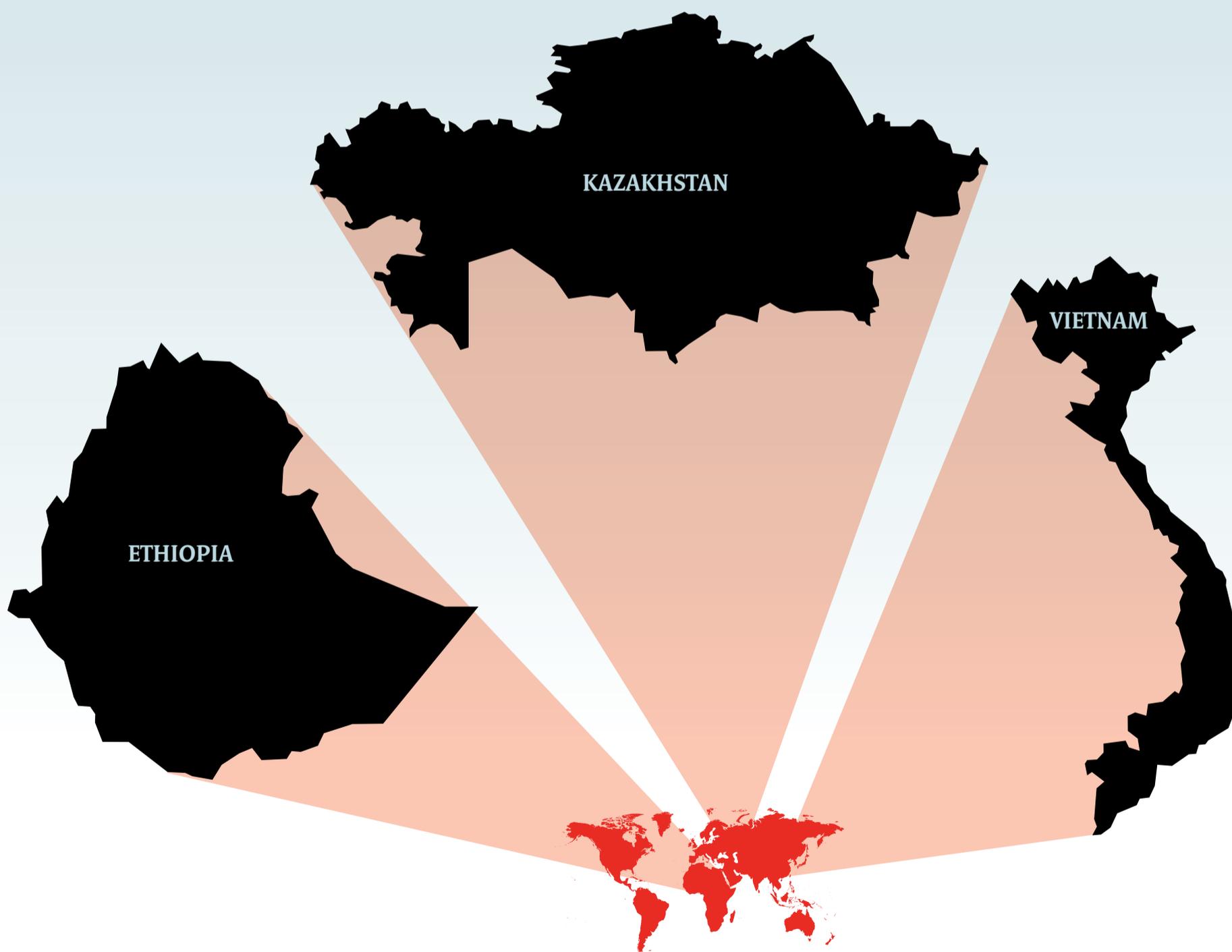
88 GIPA – Greater Involvement for People living with HIV/AIDS.

89 Where do we go from here? Report on the global AIDS epidemic. 2008.

90 Global tuberculosis control: epidemiology, strategy, financing. WHO report 2009.

4.5

Country cases



4.5.1

Kazakhstan



In Kazakhstan, positive results are being achieved with vulnerable people, prison inmates and drug users through a partnership between two Dutch organisations, local authorities and NGOs working in the field of HIV and tuberculosis. The national government and the multilateral channel (Global Fund) are financing a further expansion of the initiative (scaling up coordination and management) and the chosen strategy has been adopted throughout the region.

A growing epidemic

The HIV epidemic in Central Asia is spreading rapidly and levels of TB infection are also rising (drug-resistance). Transmission rates are especially high among prisoners, former prison inmates and intravenous drug users. AIDS Foundation East-West (AFEW) and KNCV Tuberculosefond, which had initially focused on ad hoc projects at local level, have now joined forces and developed a strategy to strengthen the capacity of NGOs and public and penitentiary health institutions in Kazakhstan based on a multisectoral approach. Interregional exchanges and training have laid the basis for similar initiatives in three other Central Asian countries. As well as improving service delivery and institutional capacity, the partnership has attracted greater financial and institutional commitment from the Kazakh government and led to the recruitment of external funding to expand the scheme (Global Fund, USAID and private foundations like Gorkas). Clear and quantifiable results have been achieved at impact level: prison deaths in Kazakhstan have fallen sharply from 880 per 100,000 in 1997 to 83 per 100,000 in 2007. Tangible social improvements have also been made, including in the field of human rights. Regional and intersectoral cooperation is embedding these results throughout the region.

Underlying causes: drugs and a fragmenting system

Drug use, social problems and fragmenting health systems accelerated the spread of the HIV and TB epidemics following the break-up of the Soviet Union. HIV is spreading rapidly, largely through prostitution and needle-sharing by drug users. Kazakhstan lies on the drug smuggling route between Afghanistan and Western Europe. An estimated 1% of adults in Kazakhstan are intravenous drug users. Drug use and prostitution are illegal, leading to the frequent imprisonment of these risk groups. Crowded cells and poor sanitation encourage the spread of tuberculosis. Prisons are thus the epicentres of the HIV and tuberculosis epidemics, including the more recent multidrug resistant forms of TB and the TB/HIV co-epidemic.

The stigma surrounding HIV

Like many former Soviet states, Kazakhstan inherited a highly fragmented health system based to some extent on outdated practices. The stigmatisation of HIV and drug use by health workers hampered an effective approach to the rapid spread of HIV. The TB/HIV co-epidemic was not prop-

erly tackled due to lack of cooperation between HIV and tuberculosis specialists, inadequate planning capacity and the absence of an effective strategy, no early diagnosis, and a shortage of medicines to treat multidrug resistant TB (MDR-TB), which impeded progress in the fight against tuberculosis. The public health sector was slow to respond to the HIV epidemic and unreceptive to new methods to treat TB.

By contrast, by the end of the 1990s prison staff were open to receiving assistance with humanitarian and health issues. The seriousness of the health problems affecting prison inmates and the consequent risks to prison workers and their families gave KNCV, and later AFEW, access to the penitentiary sector.

Outputs: the Netherlands and the health sector

KNCV and AFEW have been active in Kazakhstan since 1997 and 2003 respectively, and are funded through a combination of their own resources, grants from the theme-based cofinancing/cofinancing system (TMF/MFS) and third party donations. Both organisations realised early on that the treatment they were providing had to be based on synergy and complementarity (since they were dealing with the same risk groups and tackling the same co-epidemic). Above all, such an approach would strengthen the institutional basis of their strategy through their respective operational networks (local authorities and community-based NGOs, human rights organisations and prison staff). They also decided to link their training courses and planning workshops. AFEW and KNCV have widened their strategy for the 2008-2010 cofinancing programme to provide systematic support at country level and for neighbouring countries.

Links were also established early on with Penal Reform International (PRI). Since then, legal reforms have reduced the number of prison inmates and led to better conditions in prisons. At the same time, levels of care and prevention have improved, as has the system of referrals between prisons and the public health sector. As a result, inmates can continue to receive treatment for tuberculosis or HIV/AIDS following their release; this is necessary to prevent drug-resistant strains of the viruses from developing. Cooperation between the government and NGOs offering care and support to former prison inmates has also been encouraged.



Population	16,764,000
Area	2,717,300 km ² (65.4 x the Netherlands)
Capital	Astana
Religion	Muslim 47% Christian 46% Russian Orthodox 44% Protestant 2%
Ethnic groups	Kazakh 59% Russian 26% Ukrainian 3% Uzbek 3% Tatar 1.5% Uyghur 1.5% German 1.4%

Birth rate	16 births / 1,000 inhabitants
Mortality rate	9 deaths / 1,000 inhabitants
Infant mortality	28 deaths / 1,000 births
Life expectancy	63 years
Illiteracy	0.5% (>15 years old)
Food supply per capita	11,958 kJ per day (2003)
Health care	1 doctor / 295 inhabitants (2002)
Vaccination rate	99% (2003)
Employment in agriculture	21.9%
Employment in industry	1.4%
Employment in services	46.7%
Purchasing power (GDP) per capita	€6,671

Growth in GDP 1990-2003 per capita	0.4 % per year
Exports	Petroleum, metals, chemicals, grain
Imports	Machinery and machinery parts, metal products, foods
CO₂ emissions	10.1 tonnes per inhabitant (2003)
Energy consumption	4,463 kg carbon equivalent per inhabitant (2002)
Energy balance	106% surplus (2002)

What has been achieved? (output and outcome)

Integrated care and prevention is now available for vulnerable groups. During the first nine months of 2008, more than 1,600 such clients obtained access to care.⁹¹

Capacity building has led to the empowerment of organisations representing people living with HIV. In 2007, Nurali Amanzholov, President of the Kazakhstan Union of People Living with HIV/AIDS and a trained advocate on behalf of people living with HIV, was presented with the Jonathan Mann Prize, a prestigious international award which recognises an exceptional contribution in the field of health and human rights.

'The project helped us in many ways. When we started, we had nothing. Now our staff are trained, we've learned the method and how to apply it and made contact with other NGOs through seminars. We now have an agreement with the Joint AIDS Centre and a list of doctors and institutes that can provide care for our clients. I have also learned how to work with the prison authorities,' explains Alexandr Palenkiy, Director of an NGO in Kazakhstan that works with prison inmates.

Treatment for MDR-TB is now available and the network of laboratories developing appropriate drugs has been strengthened. An MDR-TB pilot project financed by the Global Fund and supported by KNCV has been approved for national roll-out. The strategy for tackling regular tuberculosis is funded by the Kazakh government.

Multidisciplinary working groups of local authorities ensure that structural changes are implemented and training curricula have been included in medical courses.

AFEW and KNCV's cofinancing and theme-based cofinancing projects are helping to strengthen the health sector in general, mainly by introducing a cohesive strategy into a fragmented system. A more patient-led approach will also encourage a change of behaviour that will improve the effectiveness of the overall system. Support for the laboratory sector is crucial for a functioning health system. This strategy has been well received in Central Asia, with three neighbouring countries preparing a similar approach.

⁹¹ AFEW: client management monitoring system (CMMS) 2008.





Kazakhstan

Nurali Amanzholov

Who?

Nurali Amanzholov (38) is a mechanical digger driver and President of the Kazakhstan Union of People Living with HIV/AIDS. He lives in the former capital of Kazakhstan, Almaty.

What is your position?

I am President of the Kazakhstan Union of People Living with HIV/AIDS.

How did you join the Union?

In 1996 I was in prison in Temirtan during an explosive increase in the spread of HIV among intravenous drug users. While I was in jail, I had a test and found I was HIV-positive. On my release in 1999, I became a volunteer for Shapagat, a local organisation that works to improve the lives of people living with HIV and those close to them. I took over as head of the organisation in 2000. One of the things I was working on was to improve our relationship with the government. Before 2004 we were the only organisation for people living with HIV in Kazakhstan, but in that year two new organisations were established. We decided to join forces and in July 2005 the Kazakhstan Union of People Living with HIV/AIDS was founded.

What is your role within the Union?

As well as organising and overseeing various projects relating to management, training, partner networking, public information, communications and media, therapy compliance, mother to child transmission of HIV and rights for people living with HIV, I want to further expand our activities. My dream is to establish a national community of people living with HIV in which all the organisations that are interested in partnership can participate. At the moment, the Union consists of eight organisations, with another four about to join. I'm also looking at working with the private sector. That's still quite a new thing in Kazakhstan, but we're doing reasonably well.

How important is the work being done by the Union?

In Kazakhstan, the issue of HIV and drugs attracts stigma and discrimination. Very few people living with HIV are given respect or the chance to speak openly about their situation as we are now doing. If it were not for us, the voice of people living with HIV would not be heard and the quality of their lives would be much worse.

Can you give an example of a highly successful or less successful project?

Three years ago we organised a major event to mark Aids Memorial Day, but the weather was poor and only a few people turned up. We did it again last year, and fortunately this time it was a great success. We'd put together a concert featuring a number of pop artists which attracted around 3,000 young people. Then there was a highly popular stand-up comedy show where sharp-witted youngsters could make jokes about subjects like safe sex and HIV for the first time. It was broadcast by all the national TV stations. It was a very effective way of reaching young people and of drawing attention to issues such as discrimination and the need for tolerance.

How does your work relate to MDGs 4, 5 and 6?

I'm not constantly thinking about whether or not we're getting closer to meeting the Millennium Development Goals. My work's mainly about what people need right now. I'd still be doing the same work even if the MDGs didn't exist. However, I am pleased that developed countries have devised these goals to help developing countries move forward. And I also think that what we're doing is in line with what the MDGs are trying to achieve. A couple of years ago, hardly anyone in Kazakhstan was working to eradicate HIV. Now there are a growing number of organisations involved in HIV advocacy throughout the country. And within those organisations, people living with HIV themselves are becoming more influential.

How do you feel about being partly dependent on foreign aid?

It doesn't bother me at all. I think it's entirely normal for rich countries to help developing countries. In fact I'd like to see even more donor funding made available, provided it goes directly to Kazakh organisations and isn't simply channelled by donor governments to their own national organisations, as is currently done by USAID.

What would you change if you were the Dutch Minister for Development Cooperation?

I'd ensure that more money was allocated to the treatment, care and support of people with HIV, rather than to prevention. At the moment donors in Kazakhstan are spending far too much on prevention without checking whether it's already been done by someone else. We've got enough condoms and clean needles. What we now need is more money for research to come up with better prevention strategies.

Text: Paulette Mostart
Photo: Henk Wildschut

4.5.2

Ethiopia



Approximately 25,000 health workers

Ethiopia's national Health Service Extension Programme is training approximately 21,000 female primary health workers for deployment throughout the country (an average of 1.42 health workers for each of the 15,000 kebeles).⁹² This capacity building exercise reflects the importance of primary health care for a broad range of areas: not just SRHR, AIDS and vaccinations (MDG 4, 5 and 6) but also, for example, improved waste processing. Within this clear framework, donors work well with each other and with the Ethiopian government. Ethiopia is the first country in which a compact was signed in the context of the International Health Partnership plus (IHP+). The restrictive law regarding NGOs recently adopted by the Ethiopian parliament does however give cause for concern.

Working toward the three health MDGs

The aim of the third Development Plan for the Health Sector in Ethiopia (2005-2010) is to accelerate progress towards all three health MDGs. The under-five mortality rate (MDG 4) has declined from 188 (2000) to 124 per 1,000 (2004) live births. In 2005, the maternal mortality rate had fallen to 673 for every 100,000 live births, compared with 871 in 2000. Just over a quarter of all mothers-to-be have at least one antenatal check-up, while only 6% give birth in a health clinic. Pregnant women with HIV make too little use (7%) of antiretroviral treatment which would significantly reduce the risk of mother to child transmission (source: Aids in Ethiopia 6th report).

In 2004, 2.1% of the population in Ethiopia was HIV-positive, and tuberculosis-related deaths accounted for 7%. Malaria is also a serious problem: in 2004, 4.3% of infants who were treated for malaria died of the disease. In 2008, 20.5 million insecticide-treated bed nets were distributed. Recent evidence suggests that malaria prevalence is gradually declining: in 2007-2008 there were 370,000 registered cases, less than half the number registered three years earlier in 2004-2005.⁹³

Outcomes, outputs and trends: slow progress towards MDGs 4, 5 and 6

Ethiopia remains one of the world's poorest countries, with low levels of education, especially among women, and limited access to clean water, basic sanitation and health care. This poverty brings with it a high incidence of illness (morbidity) which is worsened by ongoing population growth. In 2000, a typical Ethiopian woman would become pregnant an average of six times during her life-

time. Lack of gender parity is painfully visible in the high incidence of child marriages, female circumcision, short recovery times between pregnancies, unsafe abortions and levels of sexually transmitted diseases such as HIV/AIDS. Non-communicable diseases have also become more common in recent years. The number of traffic-related deaths is the highest in the world.

The Ethiopian government has made a clear choice in favour of decentralisation, including in relation to health care: central government and the regional authorities formulate policy, monitor progress and support the administrative districts (Woredas) while the latter are responsible for preventing and treating illness. Most services are provided by the public sector, although private sector provision (including by commercial companies) is growing steadily. There are very few health facilities in rural areas, compared with the cities.

Ethiopia spends just over five euros per capita on health care.⁹⁴ Although this has gone up slightly in the last year or two, it is still well below the minimum of approximately 25 euros per capita which is needed each year to fund primary health care.

Ethiopia is the first country in which an International Health Partnership plus (IHP+) compact has been concluded at national level between the government and development partners. The IHP+ is a global initiative to convert aid effectiveness into health improvements, as agreed in Paris in 2005. Responsibility for implementing the initiative lies explicitly with the recipient authorities. Donors ask the government how much scope it allows to public criticism and about the role that can be played by civil society. For its part, Ethiopia challenges donors to mobilise more funds to maintain the progress that has already been made under difficult circumstances.

Lack of funding is not the only problem: the country also faces a severe shortage of skilled health workers. The Ethiopian government has therefore been giving the Health Service Extension Programme (HSEP) top priority since 2003. Approximately 25,000 female primary health workers have been trained and deployed to nearly 10,000 health posts throughout the country. The process of appointing two health workers to each village with more than 5,000 residents is well under way: each of these kebeles now has an average of 1.42 health workers. The importance the Ethiopian government attaches to the

scheme is reflected in the fact that these workers are government employees who can continue to develop within the public health service. One difficulty, however, is that their expertise is still too limited.⁹⁵ Another problem is that this initiative has led to a sharp decline in investments in health clinics at a slightly higher level, which are also short of qualified personnel. Primary health workers cannot be expected to provide the key to reducing maternal mortality since this also requires efficiently functioning health clinics.

Child mortality in Ethiopia has been reduced by a high and progressively rising level of vaccinations. 72% of all children have been immunized against measles and over 80% have been vaccinated against polio, tetanus, whooping cough, hepatitis and haemophilus influenza. 20 million insecticide-treated bed nets have been distributed out of a planned distribution programme of 23 million. The incidence of malaria has fallen sharply to 370,000 cases in 2007-2008 compared with nearly 790,000 in 2004-2005. Approximately 85% of health institutes now apply Integrated Management of Childhood Illness (IMCI) protocols, compared with fewer than 40% a couple of years ago. The target for 2009 - to successfully treat 85% of tuberculosis patients compared with 84% in 2007-2008 - has nearly been reached. In 2004-2005, the success rate was only 76%. TB detection and treatment levels are also improving: the current 'case finding rate' is 67%; this already exceeds the target for 2009-2010. However, it is not enough: TB still accounts for 6% of deaths in Ethiopia.⁹⁶

The decline in the maternal mortality rate from 800 to 600 for every 100,000 live births (a 23% reduction between 2000-2001 and 2004-2005) is substantial,⁹⁷ especially in view of the low uptake of antenatal check-ups and clinic-based deliveries and the limited health budget. Extra efforts must be made within the health sector to further reduce maternal mortality, although the fact that 51% of birth control needs are being met is encouraging. The proportion of pregnant women visiting antenatal clinics has risen to nearly 60%. A major stumbling block however continues to be the small proportion of births attended by trained health workers: 5.7% in 2004-2005.⁹⁸ This is partly because there are still far too few health clinics throughout the country.



Population	66,558,000	Birth rate	38 births / 1,000 inhabitants	Purchasing power (GDP) per capita	€711 (2003)
Area	1,104,300 km ² (26.6 x the Netherlands)	Mortality rate	15 deaths / 1,000 inhabitants	Growth in GDP growth 1990-2003 per capita	2%
Capital	Addis Ababa	Infant mortality	94 deaths / 1,000 births	Exports	Coffee, quats, gold, livestock and skins, oilseed
Religion	Christian 61% Muslim 33% Natuurgodsdiensten 5% (1994)	Life expectancy	49 years	Imports	Food and livestock, petroleum and petroleum products, chemicals, machinery, vehicles, textiles
Ethnic groups	Oromo 32% Amara 30% Tigray 6% Somali 6% Gurage 4% Sidama 4% Welaita 2% (1994)	Illiteracy	58.5% (>15 years old)	CO₂ emissions	0.1 tonnes per inhabitant (2003)
		Food supply per capita	7,776 kJ per day (2003)	Energy consumption	424 kg carbon equivalent per inhabitant (2002)
		Health care	1 doctor / 33,333 inhabitants (2002)	Energy balance	7% deficit (2002)
		Vaccination rate	56% (2003)		
		Employment in agriculture	86,0 %		
		Employment in industry	2%		
		Employment in services	12,0 %		

The Netherlands' input

Dutch support for the health sector in Ethiopia through the embassy in Addis Ababa has become less project-based and makes less use of intermediary organisations such as UN agencies and consultants. Increased local capacity and the policy of aligning aid to national systems where possible has enabled the Netherlands to reduce the transaction costs of health sector programmes, including HSEP, in conjunction with other donors (harmonisation). The Dutch embassy focuses its efforts on strengthening sexual and reproductive health and rights (SRHR), partly through a better public health service but mainly through support for local NGOs. The latter concentrate on improving both prevention and treatment in relation to SRHR, and on strengthening women's role and rights through increased capacity and technical assistance. The Netherlands is supporting the purchase of commodities through a multidonor trust fund. Ethiopia was the first country to conclude an International Health Partnership plus (IHP+) compact, partly due to the leading role played by the Netherlands in its health sector. Cordaid is supporting a local NGO which is monitoring the IHP+ process in Ethiopia. This is necessary given that the Ethiopian parliament recently passed legislation somewhat restricting the role of NGOs.

Cordaid is implementing an HIV/AIDS programme in Ethiopia with a geographical focus. It is also working with Oxfam Novib to encourage a greater awareness of HIV/AIDS among partners who are not specifically involved with the disease (mainstreaming). In 2008, the number of partners who joined the AIDS programme rose from four to eight. A further increase to around 12 to 14 partners is expected in 2009 and 2010. One priority area is the care and support of people with HIV. Special attention is given to the consequences of the introduction of antiretroviral therapy on traditional home-based care organisations. Support for network organisations at regional level is another priority. Since 2005, a growing number of people living with HIV who need antiretroviral treatment have been receiving it. In 2007 this applied to 37% of people living with HIV and the expectation is that by 2010 demand for treatment will be fully met. In 2007, 2.1% of all adults in Ethiopia aged between 15 and 49 were infected with HIV.⁹⁹

- 92 Sector Track Record (STR) Ethiopia: Source: MOH Performance Report EFY 2000 (our calendar: 2007-2008).
- 93 Sector Track Record (STR) Ethiopia: Source: MOH Performance Report EFY 2000 (our calendar: 2007-2008).
- 94 UNAIDS/WHO 2008 see link <http://www.unaidsrstesesa.org/countries/ethiopia>
- 95 Initial community perspectives on the Health Service Extension Programme in Welkait, Ethiopia. Haile Negusse et al (2007).
- 96 Sector Track Record (STR) Ethiopia: Source: MOH Performance Report EFY 2000 (our calendar: 2007-2008).
- 97 Sector Track Record (STR) Ethiopia: Source: MOH Performance Report EFY 2000 (our calendar: 2007-2008).
- 98 Sector Track Record (STR) Ethiopia: Source: MOH Performance Report EFY 2000 (our calendar: 2007-2008).
- 99 Sector Track Record (STR) Ethiopia: Source: MOH Performance Report EFY 2000 (our calendar: 2007-2008).





Ethiopia

Tibebe Mako

Who?

Tibebe Mako (49) is Director of a local HIV/AIDS organisation offering prevention, care and support, and the head of a major home-based care programme. She lives in the capital Addis Ababa.

What does your work involve?

In 1999 I started organising home-based care for people living with AIDS who weren't covered by medical insurance. Since then, the service has expanded enormously. Our home-based care project now covers the whole of Addis Ababa and employs more than 600 volunteers. We deliver information, care and after-care, and ensure better access to clinical treatment. We also provide social services such as family child care, food aid, help in finding accommodation and other forms of social solidarity.

What impact is your work having?

Last year we provided care to more than 7,000 sick people who were bedridden and helped 21,000 adults and 11,000 children to obtain medical and other treatment. This has led to a sharp reduction in the number of sick people. But we are now facing a new challenge. Many people living with AIDS are becoming sexually active again and as a result we're seeing more unplanned and often unwanted pregnancies.

What are you doing to tackle the problem?

We've integrated information about sexual and reproductive health into our home-based care programme. We provide house-to-house advice on family planning and distribute various forms of birth control. We also talk to women, for example at traditional neighbourhood coffee ceremonies, and encourage them to discuss family planning with their partners. We also give them information about sexual violence, which seriously affects many women in our community.

How important is the work you do?

Our patients are so poor that each additional child presents them with an immense burden. If we didn't help, the poor would become poorer still. There would be more malnourished children, more orphans and more children born with AIDS. Our work is successful because we operate at grassroots level and help resolve people-to-people problems on a daily basis. We also show people that it's possible to mobilise groups to provide care for those closest to them.

How is your project helping to meet MDGs 4, 5 and 6?

In Ethiopia, contraception uptake among married women is 10.3% (15% in the cities). One in three married women wants birth control. Ethiopia is one of the world's poorest countries and 40% of the population lives below the poverty threshold. Continued population growth is undermining the progress of all our development indicators. Our programme is helping to improve people's health and promoting a better understanding of HIV prevention, treatment of AIDS and sexual and reproductive health.

How do you feel about being partly dependent on foreign aid?

Our work is almost entirely dependent on foreign aid. However, we hope that as the country makes more progress, our own government and communities will gradually be able to make more of a financial contribution.

What would you change if you were the Dutch Minister for Development Cooperation?

I would acknowledge that Ethiopia is a very large country with a very large population that is keen to make progress. Our government has launched some extensive and important programmes to improve the lives of its people. Investing in Ethiopia will help us to move forward, give us a future and in so doing contribute to stability in the region.

*Text: Francesca Stuer
Photo: Francesca Stuer*

4.5.3

Vietnam



A healthier country

Vietnam has experienced strong economic growth in recent years and is likely to reach middle income country (MIC) status by 2010. Economic growth is reflected not only in greater prosperity but also in stronger health indicators. Life expectancy has risen since 2000,¹⁰⁰ and the child mortality¹⁰¹ and maternal mortality rates¹⁰² have fallen dramatically. The Netherlands has designated Vietnam as a transition country, which means that classic ODA will be phased out. Nevertheless, challenges will remain. Major shortfalls in health funding¹⁰³ and the government's failure to address taboo subjects like HIV/AIDS and sexual and reproductive health and rights show that there are still many inequalities in Vietnam.

On track

Vietnam is largely on track to achieve MDGs 4, 5 and 6: it has already reached, and in some cases exceeded, the specified targets. As one of the 22 'high burden' 104 countries, it has established an efficient TB eradication programme with support from the Netherlands-Vietnam Medical Committee (MCNV), the Dutch embassy, grants through the cofinancing system (MFS) and advice on programme management from KNCV Tuberculosefond. Vietnam is one of the few countries in the world to have met its TB detection target (82% in 2007) as well as achieving a high treatment rate (92% in 2006).¹⁰⁵ Despite this, effects at impact level are below expectations. An analysis of available data for 2007 and preceding years has been made by local researchers as part of their PhD dissertations (capacity building under Dutch supervision). As a result, policy can now focus specifically on at-risk groups.

There are challenges surrounding the right of access to health care and information in Vietnam, especially in relation to SRHR. Levels of HIV infection are rising: the number of people living with HIV doubled between 2000 and 2005.¹⁰⁶ This is partly due to the fact that many people are receiving treatment for AIDS and are therefore living longer. HIV/AIDS prevalence is also rising due to higher HIV transmission rates among drug users, commercial sex workers and their partners. Harm reduction strategies are not implemented widely enough and are still inaccessible to many. The government does not appear to give high priority to the fight against HIV and AIDS. National funding accounted for only a quarter of the total AIDS budget in 2008.¹⁰⁷ Prevention of mother-to-child transmission is also inadequate. Few women have access to HIV testing and counselling or services to prevent the possible infection of unborn children; according to figures from UNAIDS, fewer than 25% of pregnant women with HIV have access to PMTCT services. Although contraceptives and information are available and abortion is legal, these facilities focus strongly on adults and married couples and not, or rarely, on adolescents or young people. Due to the stigma attached to sexually active adolescents, this target group makes no use of regular health centres for abortions or the treatment of sexually transmitted diseases (STDs). Young girls resort instead to illegal services performing unsafe abortions.

What the Netherlands is doing

The Netherlands is still highly active in Vietnam even though bilateral aid is being substantially scaled down. There is great appreciation for the work being done by the Netherlands, for example in capacity building through system-wide interventions such as training for health workers. The Netherlands Fellowship Programme (NFP) and the scholarships awarded by Nuffic have given many people the opportunity to broaden their knowledge and capacity, something which is now benefiting the health system as a whole. The Netherlands supports the work of UNICEF and UNFPA through the multilateral channel. In recent years, it has made a substantial contribution to the MDGs through these organisations. In 2004, for example, the proportion of Vietnamese children being vaccinated against measles had risen by 10% compared with 1990, while child mortality has declined by 56% since 1995.¹⁰⁸ UNFPA reports that contraceptive uptake by married women aged between 15 and 49 has risen from 53% to 78% since 1990. Although there are few concrete statistics on maternal mortality, this also appears to be declining, partly because more pregnancies and births are attended by skilled health personnel. However, there are still some remote mountainous regions where poverty continues to be deep-rooted and the maternal mortality rate remains high.

What the NGOs are doing

The World Population Foundation (WPF) and CHOICE for Youth and Sexuality are using Dutch funding to improve the sexual health and rights of adolescents and young people: over two-thirds of the Vietnamese population is below the age of 24. Although HIV/AIDS awareness is high, fewer than 50% of young people know how to protect themselves from infection. Condom use is very low.¹⁰⁹ The health sector is not used as an information channel for young people.¹¹⁰ CHOICE is therefore helping to strengthen the capacity of a youth organisation which advocates adolescent SRHR through the transfer of knowledge and training. WPF is supporting efforts to remove the stigma surrounding sex and sex education by supporting a project on sex education classes as part of a teacher training package. In 2007, 23,000 adolescents at reform schools were reached through sex education programmes and awareness-raising activities. 15,700 of these youngsters made use of health services that year.¹¹¹ WPF also targets its efforts at adolescents with a physical or mental impairment. Together with the World Bank and the Agency for International Business and Cooperation (EVD), it has funded a local project to develop a sign language to promote the sexual and reproductive health and the rights of the children with learning difficulties.



Population	81,625,000	Birth rate	17 births / 1,000 inhabitants	Purchasing power (GDP) per capita	€2,490
Area (8 x the Netherlands)	331,689 km ²	Mortality rate	6 deaths / 1,000 inhabitants	Growth in GDP 1990-2003 per capita	5.9% per year
Capital	Hanoi	Infant mortality	25 deaths / 1,000 births	Exports	Petroleum, fish, rice, coffee, rubber, tea, clothing, footwear
Religion	Buddhist 9% Christian 7% Hoa Hao 1.5% Cao Dai 1.1%	Life expectancy	70 years	Imports	Machinery, petroleum products, artificial fertiliser, steel, cotton, grain, cement, motorcycles
Ethnic groups	Vietnamese 86% Tay 1.9% Thai 1.7% Muong 1.5% Khmer 1.4% Chinese 1.1% Nun 1.1% Hmong 1%	Illiteracy	9.7% (>15 years old)	CO₂ emissions (2003)	0.8 tonnes per person
		Food supply per capita (2003)	10,948 kJ per day	Energy consumption per person (2002)	758 kg carbon equivalent
		Health care	1 doctor / 1,923 inhabitants (2002)	Energy balance	25% surplus (2002)
		Vaccination rate	99% (2003)		
		Employment in agriculture	71.5%		
		Employment in industry	14.1%		
		Employment in services	14.4%		

KNCV Tuberculosefonds supports a number of projects in Vietnam. One of these is the National Tuberculosis Programme (NTP), for which it provides technical assistance, operational research and surveillance, capacity building and TB treatment programmes for prisons. A key achievement of the NTP has been to carry out an initial survey on TB prevalence in Vietnam. This found that TB is a more serious problem than previously thought. Although the number of people with multidrug-resistant TB (MDR-TB) has remained stable over the last few years, a treatment programme for existing patients is urgently needed. Relevant pilot projects were launched in 2009 and will be evaluated with support from KNCV Tuberculosefonds and the Centre for Poverty-related Communicable Disease (University Medical Centre, University of Amsterdam). The Netherlands-Vietnam Medical Committee (MCNV) focuses on people with little or no access to medical care. It offers advice, supervision and financial support and works with local health services, health workers and village communities. In the context of the MDGs, it concentrates on preventing and treating tuberculosis, HIV/AIDS and malaria and developing the capacity of health personnel.

100 In 2000 life expectancy was 67, compared with 71.5 in 2005.

101 Child mortality fell between 2000 and 2005 from 36.7 to 17.8 deaths for every 1,000 births.

102 Maternal mortality fell between 2001 and 2005 from 95 to 80 deaths for every 1,000 births.

103 As the annual government survey (Joint Annual Health Resources Report) shows.

104 The 22 countries which account for 80% of tuberculosis cases worldwide.

105 WHO report 2009 Global tuberculosis control. Country Profile Vietnam: www.who.int/tb/publications/global_report/2009/pdf/vnm.pdf

106 UNAIDS country data 2008.

107 JAH, 2008, p.60.

108 United Nations Statistics Division.

109 SAVY (2003) Survey Assessment of Vietnamese Youth, General Statistics Office: Ministry of Health, Vietnam www.unicef.org/vietnam. Kaljee L.M., Gree M., Riel R., Lerdboon P., Le H.T., Le T.K.T., Truong T.M. (2007): Sexual Stigma, Behaviours and Abstinence among Vietnamese Adolescents: implications for risk and protective behaviours for HIV, sexually-transmitted infections and unwanted pregnancy in *Journal of the Association of Nurses in AIDS Care* vol. 18, No 2 (March/April 2007) pp. 48-59.

110 Hong, K.T. (2003), Adolescent and Youth Reproductive Health in Vietnam: status, policies, programmes and issues POLICY Project.

111 WPF annual report 2007.





Vietnam

Frank Cobelens

Who?

Frank Cobelens (50) is a senior epidemiologist attached to the University Medical Centre in Amsterdam and to the research department of KNCV Tuberculosefond. He lives in Amsterdam.

What is your position?

I've been attached to KNCV as a senior epidemiologist for the past eight years. I supervise the National Tuberculosis Programme in Vietnam two to four times a year on behalf of KNCV.

What does KNCV do in Vietnam?

KNCV Tuberculosefond and the National Tuberculosis Programme (NTP) in Vietnam have been working closely together since the 1980s. Since 1997 we have also been operating a research programme to support the prevention and treatment of TB. Part of this research focuses on prevention, such as establishing the TB prevalence rate, risks of infection and levels of resistance. The rest of our work involves evaluating the performance of the tuberculosis prevention and treatment strategy with a view to strengthening capacity. The partnership exists not only to support the NTP but also to instruct and train researchers so that they can lead the future research that is carried out in Vietnam.

What is your role within the programme?

I supervise our partners and researchers. I help with research proposals, translating problems into research questions, implementing research, compiling reports and often also the fundraising. We train staff by having them carry out doctoral research. In 2007 the first Vietnamese researcher completed her thesis and two more postgraduates are now doing research on TB prevention and treatment. We also try to foster cooperation between the NTP and local research institutes such as universities.

Can you give an example of a successful initiative?

A major success for us was the first national tuberculosis prevalence survey which was carried out by the NTP in 2007 with funding from KNCV. The aim was to establish the percentage of tuberculosis cases in Vietnam. Previous statistics had been based on estimates. Over 100,000 adults were examined for symptoms of TB and mobile x-ray units were transported around the country in buses. The survey yielded the first reliable picture of the incidence of TB in Vietnam. One of its main findings was that tuberculosis is far more prevalent than previously realised. It was also found to be much more common in men, whereas it had previously been assumed that the gender disparity reflected the difference in access to health care. These research results were both ground-breaking and successful.

What problems do you encounter?

The NTP is a government institute. Due to the bureaucracy involved, it is sometimes a long time before a research proposal can be implemented. Moreover, the NTP staff are not professional researchers, which can occasionally lead to practical problems. This is why we are concentrating mainly on capacity building and on training local researchers.

How is your project helping to achieve MDGs 4, 5 and 6?

The programme is extremely important for achieving MDGs 5 and 6, less so for MDG 4. That is because in Vietnam, tuberculosis is far less prevalent among children than adults, partly due to effective vaccination programmes. It is therefore not a major cause of child mortality. MDG 6 – reversing the spread of tuberculosis and TB-related deaths – is really the main focus and underlying rationale of our work.

How do you feel about being partly dependent on foreign aid?

KNCV's work in Vietnam is financed mainly through a theme-based cofinancing grant. I am a great supporter of this type of funding since it's what enables us to carry out our work here. Without it, we wouldn't have had any long-term finance. The grant is the key to our success.

What would you change if you were the Dutch Minister for Development Cooperation?

I would focus even more strongly on education and research in health care. It's an investment in the future.

Is there anything else you'd like to say?

It's important to keep a watchful eye on the research that's required. Where do local needs really lie? And how can we respond with research that's directly applicable? We must continue to invest in this.

Text: Hadewich Rieff
Photo: Henk Wildschut

4.6

Conclusions

MDG 4, 5 & 6

The three Health Millennium Development Goals - MDGs 4, 5 and 6 - are closely related. Over a third of all child deaths occur in the first month after birth. Since 1990, the decline in neonatal deaths has been well below expectations, as has the maternal mortality rate. Reducing both largely depends on having a health system that is efficient, at all levels and between each level of service, from home-based care to basic healthcare clinics to hospitals. Skilled and motivated health workers with sufficient resources (infrastructure, transport, medicines) to provide assistance are also vital.

Focusing on the overall health system strengthens the complex of factors that are needed to coordinate the deployment of health workers and other available resources effectively and to ensure that they perform optimally and yield results. It is encouraging to note the resurgence of this integrated approach since WHO recently re-emphasised the importance of the traditional principles underlying primary health care.

This, together with the political sensitivity surrounding the sexual rights of women and adolescents, shows that ongoing efforts based on effective advocacy and local capacity building are urgently needed. Extra investments in health mean that serious diseases such as HIV/AIDS, tuberculosis and malaria can be prevented as well as treated more successfully. This, together with the fact that more children are being vaccinated and given nutritional supplements (vitamin A), has accelerated the decline in child mortality in recent years.

The influence of the other MDGs is also crucial: sustained economic growth, better access to education (especially for girls) and improved access to clean drinking water and basic sanitation all help to improve public health. The importance of food security and good nutrition cannot be overestimated. We must therefore ensure that the current financial and economic crisis does not undermine the progress that has already been made.

WHO recently demonstrated the importance of equitable distribution and social protection for disadvantaged groups in achieving a healthy population. Regional disparities are wide: for example, progress in fighting tuberculosis is lag-

ging behind in Africa and Europe. Africa accounts for half the global under-five mortality rate despite the fact that only a quarter of all under-fives live there. Poverty, lack of access to education, social deprivation and gender disparity mean that much of the world's population has little or no share in prosperity growth.

In addition to the sharp decline in child mortality, women are having fewer pregnancies and family sizes are shrinking. This is leading to a decline in population growth, as would be expected.

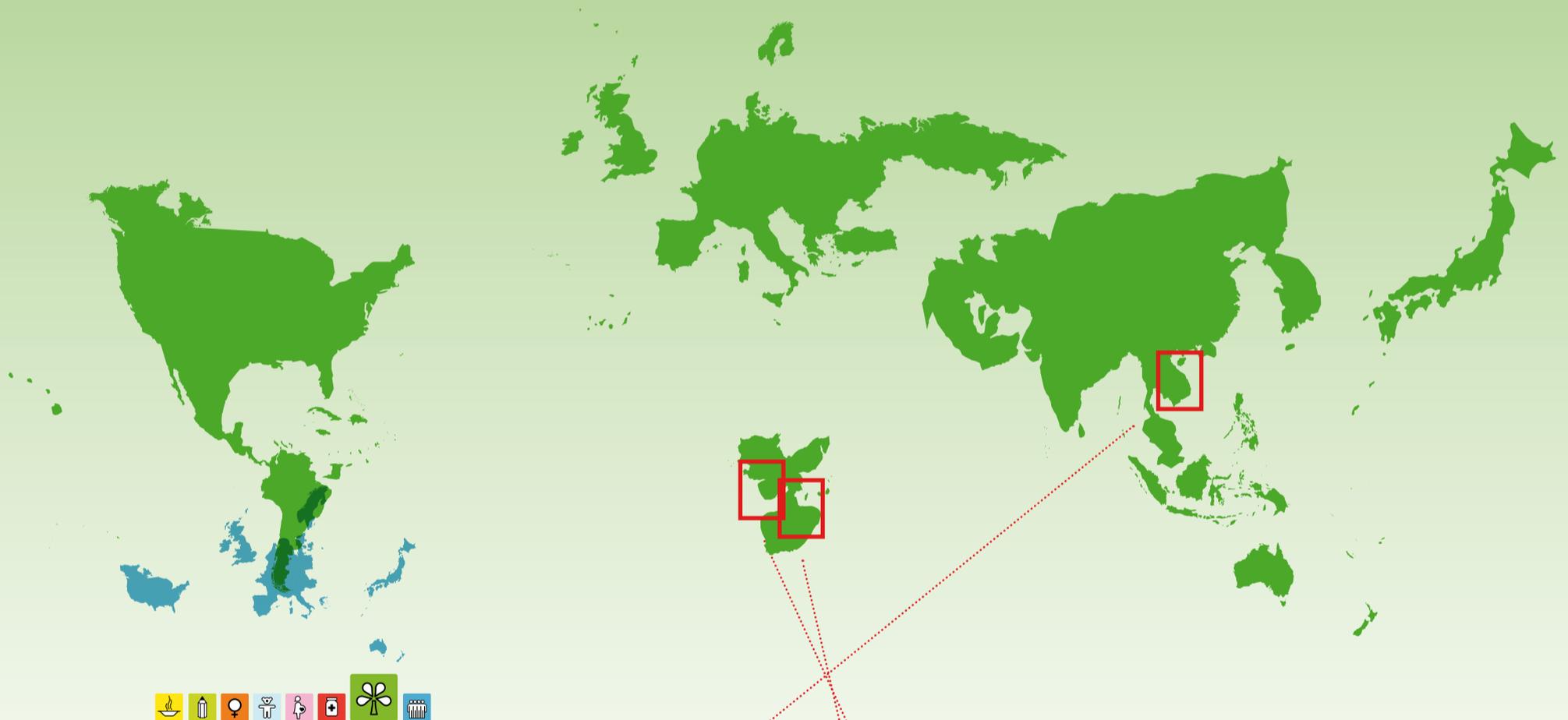
The policy paper on AIDS and SRHR, Choices and Opportunities, which was updated at the end of 2008, advocates a similar strategy, namely to intensify efforts where necessary. The emphasis lies on giving more attention to prevention and to specific vulnerable groups and their rights, and on a multisectoral approach combined with strengthening of the health sector. Increasing the effectiveness of aid to the sector is the main challenge. International agreements to this effect were recently tightened at Accra and now form the basis of the International Health Partnership plus (IHP+) and the Netherlands' application of the sector-wide approach.

We have learned that while it is possible to speed up progress, the aid we give must be more effective. It is therefore time to raise the stakes. Developing countries must be given the scope to exercise their responsibility and take the lead, practise good governance, make further improvements to national systems, be more accountable to their own populations and prioritise development goals. Donors must be prepared to adjust their methodologies and processes to enable this to happen and to encourage better implementation at country level. The Netherlands will help to facilitate this strategy where possible and will encourage other donors to do the same. Supplementary policy to assist progress towards achieving the MDGs will continue to be needed. Experience has taught us that cooperation with non-governmental organisations is crucial. Fortunately, delivering flexible customised solutions is one of the major strengths of the Netherlands' approach.



MDG 7

Ensuring environmental sustainability



5.1 Introduction	140	5.3 Forests, biodiversity, water management	151
5.2 Environmental degradation, energy and climate	142	5.3.1 Introduction: fragile ecosystems	151
5.2.1 Introduction: environment gaining in importance	142	5.3.2 General progress and trends	151
5.2.2 General progress and trends	143	5.3.3 Results at country level	153
5.2.3 Results: national and international	143	5.3.4 Financial and non-financial input	155
5.2.4 Financial and non-financial input	145	5.3.5 Country case: Ghana	156
5.2.5 Country case: Vietnam	146	5.3.6 Conclusions	160
5.2.6 Conclusions	150	5.4 Drinking water and sanitation	162
		5.4.1 Introduction: cleaner water, better sanitation	162
		5.4.2 General progress and trends	166
		5.4.3 Results at country level	168
		5.4.4 Financial and non-financial input	169
		5.4.5 Country case: Mozambique	170
		5.4.6 Conclusions	174

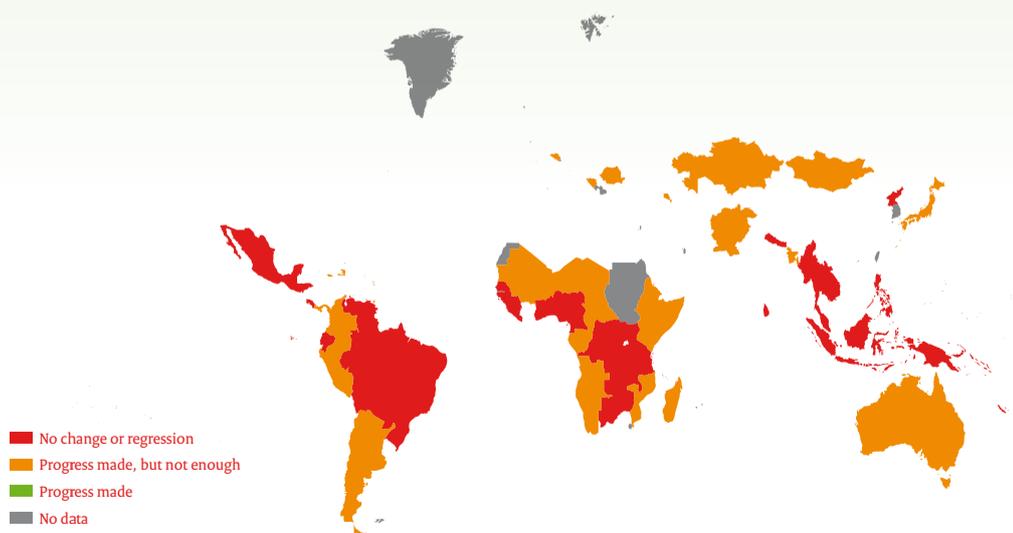
CO₂ emissions, 2009

Annual emissions of CO₂
Total: 28 billion tonnes



Tackling deforestation: which countries will achieve the goal?

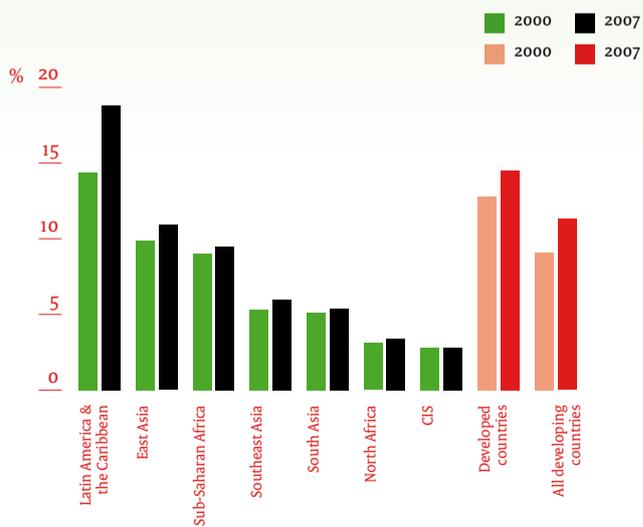
(Source: United Nations Statistical Division)





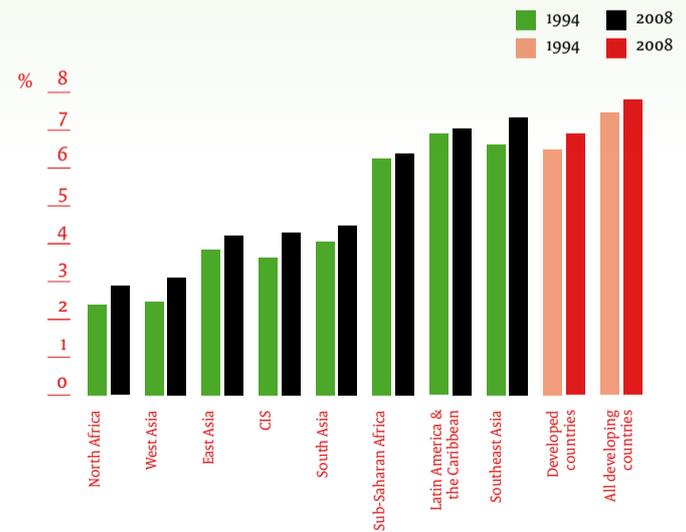
Proportion of land and sea protected in 2000 and 2007

(Source: United Nations, Millennium Development Goals Report 2008)



Percentage of animal and plant species threatened with extinction

(Source: United Nations, Millennium Development Goals Report 2008)



5.1

Introduction

Good environmental management is vital for large groups of poor people in developing countries. They rely directly on their living environment for their food and water supply and their income. In addition they often lack the opportunities to escape from environmental problems because they live in slums and other areas where the living environment is bad. The authorities in developing countries also realise that growth, distribution and development depend heavily on use of the environment, including the available natural resources. Ghana, for example, budgets one percent of its GDP per year for environmental degradation.¹

Millennium Development Goal 7 (MDG 7) aims to ensure environmental sustainability. That means a living environment in which prosperity does not grow at the expense of the environment, natural resources and the prospects of vulnerable

groups and future generations. To achieve this, the following special targets were drawn up.

These targets and the associated activities and results are grouped together as follows in this chapter:

- environmental degradation, energy and climate
- forests, biodiversity and integrated water management
- water and sanitation.

The specific target to improve the living conditions of slum-dwellers (Target 7.D) is not dealt with separately, but in section 7.4 on water and sanitation.²

Separate results chains are described for the three groups, which are elaborated in detail in the text. In addition, a number of country cases are included (Ghana, Mozambique and

Vietnam), presenting results achieved with the aid of Dutch funding through the bilateral, non-governmental and multilateral channels. They are countries where the Netherlands is active through major, long-term programmes and where a wide range of actors are involved. Other relevant examples are described in brief in a number of boxes.

¹ Ghana – Country Environmental Analysis, World Bank November 2007

² The Netherlands' input to achieve target 7.D is limited to programmes relating to drinking water and sanitation. A small number of civil society organisations are active on a wider scale. The largest of these is Cordaid, which is setting up projects in Cape Town, Nairobi and San Salvador. Among the multilateral organisations, UN Habitat is active in this field of policy.

MDG 7: Ensure a sustainable living environment

Target 7.A:

Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources

- 7.1 Proportion of land area covered by forest
- 7.2 CO₂ emissions, total, per capita and per \$1 GDP (PPP)
- 7.3 Consumption of ozone-depleting substances
- 7.4 Proportion of fish stocks within safe biological limits
- 7.5 Proportion of total water resources used

Target 7.B:

Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss

- 7.6 Proportion of terrestrial and marine areas protected
- 7.7 Proportion of species threatened with extinction

Target 7.C:

Reduce by half the proportion of people without sustainable access to safe drinking water and basic sanitation

- 7.8 Proportion of population using an improved drinking water source
- 7.9 Proportion of population using an improved sanitation facility

Target 7.D:

Achieve a significant improvement in the lives of at least 100 million slum dwellers, by 2020

- 7.10 Proportion of urban population living in slums



Figure 5.1 The results chain – poverty reduction, environmental degradation, energy and climate



5.2

Environmental degradation, energy and climate

5.2.1

Introduction: environment gaining in importance

The environment has gained a much more prominent place on the international agenda in past years, as the food, energy and climate crises have become more pertinent, joined more recently by the financial crisis. Without effective environmental policy sustainable development is impossible and there is a real danger of political instability as a result of conflicts on natural resources. Many countries have developed policies to fight environmental degradation, but good environmental policy is not always necessarily effective. It is often frustrated by conflicting interests (for example, between local populations and companies active in mining and tropical hardwood) and inadequate capacity.

The results chain (see previous page) for environmental degradation, energy and climate specifies a good natural living environment, adequate adaptation to climate changes and improved living conditions, especially for women, as long-term effects. It has been shown that the use of cleaner energy sources improves the health situation of the poor and the position of women and girls, giving them more time for schooling and other activities. To achieve these long-term effects, aid focuses on a number of outputs and outcomes relating to the development of institutions and capacity, policy reforms and the introduction of new and renewable technologies and energy sources. In the case of the environment, measures include the use of environmental impact assessments and strategic environmental analyses; for the climate, financing mechanisms are being developed to prevent harmful effects of climate change; for energy it is largely a matter of introducing technical facilities, like the efficient gas cooking installations described in the case study of Vietnam.

To contribute to these impacts in the long term, the Netherlands is active in a number of areas, including capacity development, policy reforms and renewable energy, including the use of modified technology, such as solar energy, small-scale hydraulic energy sources, wind energy, biogas and geo-

thermic energy, and the sustainable development of biofuels. In addition, the Netherlands is supporting climate as a theme. That focuses not only on mitigating the effects of climate change, but also adapting to it.

Energy and climate are relatively new topics in Dutch development policy. The Netherlands first announced its intention to concentrate on sustainability, energy and climate in 2007, in the policy memorandum 'Our Common Concern'. Concrete results for these themes for the 2007-2008 period, especially in the long term, are therefore still limited. Much of this effort is aimed at policy reforms and strengthening institutions and capacity. The results for climate are often much less tangible than those for renewable energy.

The Netherlands' input is characterised by close cooperation with national governments, multilateral organisations, civil society organisations and other donors. To achieve positive and sustainable effects it is important that the various parties involved in the chain complement each other. Bilateral support increasingly aims at maintaining the principles of sustainability in national policy. This often occurs within a sector-wide approach and is expressed through stronger national environmental institutions, effective local governance, legislation, accountability, market-based services, qualified human resources and adequate budgets. Dutch civil society organisations (like Both ENDS, IUCN, WWF and Hivos), together with their local partners, contribute to sustainability through lobbying, influencing policy and monitoring policy implementation. The private sector contributes to an efficient supply of services and products. Knowledge institutes – local and international – develop new technologies and approaches and acquire new scientific insights, for example into the effects of global warming. In addition partnerships are being established with Dutch companies, for example in the field of renewable energy. In the context of the Schokland agreements, agreements have been made

with civil society organisations and companies on energy, water and sanitation, certification of wood from the Amazon, certification of sustainable biomass, and making climate risks more manageable. The first results are already being achieved in these areas (see chapter 6).

Multilateral organisations help to achieve the desired effects in two ways. Development banks like the World Bank and the Asian and African Development Banks invest in soft loans in the environment infrastructure. In the energy sector this entails considerable investments. In addition, UN organisations like UNDP strengthen the capacities of individuals and organisations so that they can make and implement policies themselves.



5.2.2

General progress and trends

Social and political attention to the international environment issue has increased strongly in recent years. The 2006 film 'An Inconvenient Truth' and the award of the Nobel Peace Prize in 2007 to the Intergovernmental Panel on Climate Change (IPCC) and Al Gore resulted in a new focus on climate change and global warming. The Kyoto protocol already called for a 5% reduction in CO₂ emissions by 2012 compared to 1990. In addition European targets were drawn up for the use of renewable energy (20% of total energy supplies in 2020) and energy efficiency (20% savings by 2020). In this way, efforts are being made worldwide to achieve the MDG target for CO₂ emissions (Target 7.2). So far, however, the results have been disappointing. The UN MDG Report for 2008 indicated that global CO₂ emissions in 2005 were 28 billion metric tonnes and were still increasing. Between 1998 and 2005 they had risen by a disturbing 30%. Emissions remained the highest in the developed countries, at an average of 12 metric tonnes per capita, compared with three metric tonnes per capita in developing countries and 0.8 metric tonnes in Sub-Saharan Africa.

During the climate conference in Bali in 2007, it was agreed that not only mitigation, but also adaptation should be part of a new climate convention. To achieve this technologies and financing mechanisms need to be developed further and made available to developing countries that are seriously affected by climate change. These include low-lying areas like Vietnam and Bangladesh, islands that barely rise above sea level like the Maldives and parts of Comoros, and mountain states that are losing their glaciers (and therefore their sources of water). The Dutch government, through development minister Bert Koenders, has adopted 'the polluter pays' as the guiding principle in financing adaptation in developing countries. This means that those who emit high levels of CO₂ pay for the adaptation to climate change of others whose emissions are low but who suffer the consequences. The latter are mostly developing countries.

As far as energy is concerned, 2.5 billion people worldwide still rely on biomass (firewood, agricultural waste and dried fertiliser) for cooking. If the world population grows as expected, this will increase to 2.7 billion by 2030 (OECD, IEA), which will include 93% of the rural population of Sub-Saharan Africa. The use of biomass as fuel for cooking has serious detrimental effects on health, especially among women and children, and the environment. WHO estimates that 1.3 million people die prematurely every year as a consequence of air pollution in the home caused by the use of biomass as fuel (by way of comparison: 1.2 million people die prematurely of malaria). In many developing countries there is a clearly noticeable shortage of energy at national level. In 2006 Senegal indicated that, because of the energy crisis, the growth in its GDP was 2% less than expected. In the same year, Uganda indicated that the energy crisis and limited coverage of the electricity network were restricting economic development.³

5.2.3

Results: national and international

The approaches to environmental degradation, energy and climate vary and therefore produce different kinds of results. In the case of environmental degradation there is a strong focus on the development of new national environmental policies, institutional reforms and the introduction of instruments like environmental impact assessments (EIAs). In the field of energy it is primarily a matter of introducing alternative means of generating energy. For climate, the input and initial results have a much more international character.

Reduced environmental degradation through improved environmental policy

As described in the results chain, combating environmental degradation is of immediate importance for the living environment and life opportunities of the poor. In countries like Albania, Bolivia, Colombia, Ghana, Guatemala, Indonesia, Cape Verde (until 2007), Mongolia, Pakistan, Senegal, Suriname and Vietnam, Dutch assistance aims at direct improvement of national environmental policies, mostly through a sector-wide approach. An important component of this is strengthening the capacity of environment ministries, research institutes and civil society organisations. Strengthening the planning, budgeting and implementation capacity of environment ministries has ensured that national policy takes greater account of sustainable development. Examples include the approach to pollution, improved forest management and reduced use of harmful chemical pesticides (e.g. in cotton farming in Benin).

A recent IOB evaluation concludes that application of the sector-wide approach in the environment and water sectors has clearly helped strengthen management and governance of these sectors at central level.⁴ The IOB also observed that the approach had resulted in better coordination and cooperation between donors and improved alignment of aid to national systems and procedures. The evaluation identifies a number of specific points for attention. Since a great deal

of time and energy is devoted to consultations at central level, too little attention is given to the participation of other actors and obstacles to more effective service delivery at local level, including problems relating to fiscal decentralisation and local capacity. The lesson – which also emerges from other evaluations – is that service-provision by governments and donors within the sector-wide approach should receive as much attention as creating frameworks and conditions. In addition it is important that the central goal of poverty reduction is sufficiently operationalised. Cooperating with central government and strengthening institutions and capacity do not necessarily guarantee a focus on poverty reduction, even though these reforms may be a condition for effective poverty reduction in the medium and long term. The lesson to be learned from this is that we need to devote permanent attention to direct poverty reduction, both in the dialogue with the recipient government and through concrete improvements in basic services.

To strengthen the application of environmental legislation the Netherlands Commission for Environmental Assessment (NCEA) promotes the development and use of environmental impact assessments (EIAs) and strategic environment analyses (SEAs). Cape Verde is a good example of a country where a combination of budget support and the introduction of EIAs has led to improvements.

In 2007, in cooperation with the Directorate-General for International Cooperation (DGIS), the NCEA strengthened the local systems for EIAs and SEAs in seven countries (Bolivia, Ghana, Yemen, Colombia, Guatemala, Armenia and Indonesia) and two regions (Central Africa and the Mekong delta). Preparatory activities also started in eight partner countries (Benin, Ethiopia, Mozambique, Senegal, DR Congo, Pakistan, Albania and Georgia). The focus lies on poverty reduction, reconstruction, climate, energy, water programmes

and biodiversity. Concrete results include advisory reports through participative approaches, handbooks on how to use EIAs and SEAs, awareness-raising and training for civil servants. Environmental impact assessments and analyses are compulsory instruments in the case of investments by the World Bank and the African Development Bank. This will eventually lead to a better environment, less poverty and better governance. It remains crucial that the findings of the EIAs are translated into concrete measures and that regulations are complied with. This is happening to an increasingly large extent, as the example of Cape Verde shows.

Renewable energy

A recent impact evaluation by the World Bank shows that increased use of electricity leads to improved quality of air in homes (through better cooking facilities), better health provisions (including refrigeration for medicines, good light for operations), and greater availability of information (reading lights, radios, the internet).⁵ This enables the poor to more easily meet their basic needs.

The Netherlands has set itself the target of providing ten million people in developing countries with modern energy by 2015. Between 2004 and 2007, through a variety of programmes funded by the Netherlands – including GTZ, ETC and SNV (see appendix), 5.5 million people started to make use of modern, sustainable forms of energy, including biogas installations, small-scale hydraulic power stations, solar panels etc. On the basis of the most recent calculations, the total number of people had reached 6.3 million by the end of 2008.⁶

Multilaterally the Netherlands cooperates in the Energy Fund for Africa (the World Bank, the IFC and the African Development Bank), the Asia Sustainable Technology and Alternative Energy (ASTAE) programme for Southeast Asia,

and the Energy Sector Management Assistance Programme (ESMAP). The results of this cooperation include knowledge on the application of renewable energy, strengthening national organisations for renewable energy and access to renewable energy for the poor. For example, hydraulic power stations have been set up in Zambia, and solar energy programmes in Mongolia. In Southeast Asia energy loans are provided to projects that use renewable energy.

Bilaterally the Netherlands works in a regional programme for the Great Lakes region, on the renovation of existing hydraulic power plants, the transmission of electricity, extending the electricity network and decentralising energy programmes. Methane excavation from Lake Kivu has a prominent place in these activities. In Rwanda a national energy plan has been developed in which renewable energy has been integrated and in the DRC a programme has been elaborated to renew the electricity network in Kisangani. In Indonesia a number of Dutch energy partners, including Senter-Novem, are supporting a nationally operating energy programme, together with the World Bank and GTZ. As a result thousands of households are now connected to the electricity network and solar panels and small-scale hydraulic power stations have been installed. Cleaner energy is now also available in the form of biogas and vegetable oils.

A large number of new initiatives have been developed in cooperation with civil society organisations and the private sector. SNV conducts biogas programmes in Asia and a biogas programme is being set up in six African countries together with SNV and Hivos. The Global Village Energy Partnership strengthens local small-scale private enterprises in developing countries. The Free Energy Foundation works to increase the use of solar power in Africa. Partnerships with Nuon, Philips and the FMO's Access to Energy fund collaborate with local companies that supply consumers with elec-

Environmental analyses in Cape Verde

In the 2005-2008 period, the Cape Verde Ministry of the Environment took a strong lead in implementing its own policy. The basis for this was created with the aid of Dutch budget support to the environment sector in Cape Verde in 2005-2006. This support was continued by Spain and Austria in 2007-2008. In early 2008, the Cape Verde Ministry of Economic Affairs held back the issue of a permit for a yacht marina for tourists because the EIA did not provide sufficient evidence that damage to vulnerable ecosystems would be prevented. The design, location and measures to protect the environment are now under review. The Cape Verde authorities are also having more success in combating the excavation of sand from beaches for use in the building sector. In addition, with the support of the EIA Commission, they will be conducting a strategic environmental analysis in the near future of the draft national plan for tourism development. Cape Verde is therefore making good use of the environmental impact instruments, ensuring that the country's economic development does not proceed at the expense of the natural resources on which that development is so dependent.



5.2.4

Financial and non-financial input: higher expenditure, more attention to the environment

tricity on the basis of renewable energy. This helps to make low-energy products available in local markets. Here, too, the results contribute to poverty reduction and economic development, help reduce the growth of CO₂ emissions and strengthen the position of women.

Climate: mitigation and adaptation

The discussions and negotiations on climate, and the Netherlands' contribution to them, have so far largely had an international character (see also chapter 6). In the 2007–2008 period, as a result of the climate summit in Bali in 2007, adaptation became an important element in international climate negotiations. In 2008 a number of countries pledged six billion euros for an international climate fund for mitigation and adaptation to be managed by the World Bank. As a result of Dutch efforts, the fund is to have a special facility for renewable energy programmes in developing countries.

In addition, partly as a result of Dutch efforts, avoided deforestation has been placed on the agenda of the negotiations on a new climate convention. Avoided forestation means that countries are offered financial compensation for preserving their forests, thereby helping to avoid increases in CO₂ emissions.

For the ultimate impact in developing countries one significant development is that an increasing number of actors are becoming aware of environmental degradation and the need to adapt to climate change. New forms of cooperation, modified technologies and financing mechanisms are being developed so that developing countries can adapt to the consequences of climate change. Attention to adaptation is also increasing at national level. In 2008, for example, the new Ministry of the Environment in Peru made adaptation one of its main policy priorities. A number of areas in the

Peruvian Andes are of great importance for the climatological conditions in the whole Andes region. Peru has therefore decided to take on a leadership role at regional level in developing adaptation policy for the international climate negotiations. The ministry is working closely with local NGOs like the Asociación Especializada para el Desarrollo Sostenible (AEDES) on this. The Dutch organisation Both ENDS and other NGOs are following this process closely, so that they can contribute to the policy.

In 2007 Dutch civil society organisations, united in the national HIER climate campaign, took the initiative to organise a national meeting on adaptation for representatives of environmental and development organisations. The latter are becoming increasingly convinced of the need to take account of the effects of climate change in their programmes and projects. An example of adaptation is a programme run by the Dutch Red Cross Climate Centre, which builds the capacity of national associations in developing countries to deal with increasingly frequent extreme weather systems. A start has also been made on developing new forms of cooperation between universities, insurance companies, DGIS, the Ministry of Housing, Spatial Planning and the Environment and environmental organisations, which will probably become operational in 2009.

The table below shows all expenditure on the environment, excluding water and sanitation. It shows that expenditure has risen, which is largely a consequence of the additional funds for renewable energy.

As a result of the more intense political and social attention for the environment and the current food, energy and financial crises, many countries are developing new policies on environmental degradation, energy and climate. Improving the capacity of governments and civil society organisations through training, technical assistance and financing enables the step to be taken from concrete outputs (the number of people benefiting from renewable energy services) to the development of local markets and the financing mechanisms associated with them. That means that programmes can be conducted on a larger scale and more sustainably, and that the experience gained can be applied in other regions. For example, efforts are being made to implement the biogas programme in Vietnam described below in six countries in Africa for around 350,000 users.

In addition, there is a growing trend towards market development through support for small and medium-sized enterprises (the FMO Access to Energy Fund, the Daey Ouwens fund), cooperation with large companies (Philips, Nuon) and access to microcredit. Another trend is the increasing use of a regional approach, because of the large-scale nature of energy investments.

Under pressure from NGOs, media and parliament, governments and businesses are increasingly required to provide evidence of transparency of governance and accountability as elements of good environmental governance. In countries like Ghana, Senegal and Benin efforts are being made to improve public finances and procurement procedures, especially for large-scale infrastructural projects. The special role played by women in gathering fuel, explained earlier, requires particular attention. At policy level, the Netherlands supports the global gender and energy network ENERGIA which provides training and support for women's groups to get gender on the agenda in all international fora and build capacity in developing countries.

- 3 World Bank. *First-Hand View of Africa's Power Crisis*. Nov. 2006. *Energy Outlook 2006*, OECD/IEA. WHO Statistical Information System (www.who.int).
- 4 IOB Evaluation of Sectoral Support in Environment and Water, no. 317, October 2008
- 5 *The welfare impact of rural electrification: a reassessment of the costs and benefits*. World Bank, an IEG impact evaluation 2008
- 6 Internal monitoring DMW Energy cluster

Figure 5.2 Expenditure on the environment per channel
(millions of euros) (Source: Ministry van Foreign Affairs (FEZ))



5.2.5

Vietnam

Development of a sustainable biogas sector



In Vietnam inadequate energy supply to the rural poor is an obstacle to sustainable and balanced development. The authorities are therefore encouraging the use of alternative sources, including biogas. The biogas programme is having a great impact in Vietnam. First of all, there is an increase in productivity and economic activity through the construction and maintenance of household biogas installations, especially in rural areas. The total annual turnover in 2007 and 2008 is estimated at five million euros, and employment at 225,000 man-days. The installations help to improve air quality by reducing the stench from animal fertiliser. The quality of the living environment of around 150,000 people improved in this period and significant savings have been made on the use of traditional and fossil fuels. Farms have better sanitation and cooking with biogas is quicker, cleaner and more pleasant than with biomass. This particularly benefits the health and position of women and children, while around 1.5 hours are saved daily because there is no longer any need to gather fuel.

The biogas programme in Vietnam has both successes and challenges. It started in 2003 in ten provinces and was gradually expanded to reach a total of 28 provinces in 2008. That means that the programme now covers around half of the country. The provinces also play a part in implementing the programme. Provincial officials are charged with promotion, quality control and monitoring of the programme. This provincial involvement has contributed to the increase in con-

struction (see graph). At national level the government has established guidelines and standards for the installations and for training and informing users. In 2007 and 2008 approximately 30,000 installations were built.

The biogas programme has been conducted since 2003 by the Vietnamese Ministry of Agriculture and Rural Development (MARD), with the support of the Dutch development organisation SNV and a grant from DGIS. The programme is now in its second phase after successful completion of the first phase in January 2006. The technology, which is based on the fermentation of manure, possibly in combination with toilet waste, is simple and applied at household level. The investment costs of an average installation with a capacity of 10 cubic metres are about 340 euros, 85% of which are borne by the farmers themselves. The biogas programme provides the rest in the form of an investment grant. In the context of Vietnam, a socialist country, it is not surprising that the government (through the MARD and the participating provinces) plays an important role in the programme. SNV has involved groups from other sectors in the programme in various ways, including employing bricklayers from the informal private sector to build and maintain the biogas installations. These groups are informed about how to register their companies and receive management and marketing support. Sub-contracting services to specialized organisations and institutes is also being supported. For example, various vocational schools in the country have

been selected and equipped to train bricklayers for biogas installations and provincial officials.

Given the success of the programme in Vietnam, the approach is now being applied in other countries in Asia and Africa. SNV is supporting programmes in various countries which are working to develop biogas sectors that operate according to market principles and which will eventually be sustainable. Total production in all countries in 2008 is estimated at almost 35,000 installations. This means that the number of households connected to biogas had risen to 245,000 by the end of October 2008.

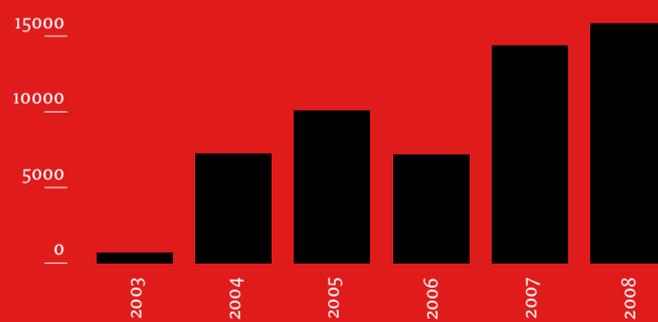


Population	81,625,000
Area	331,689 km ² (8 x the Netherlands)
Capital	Hanoi
Religion	Buddhism 9% Christianity 7% Hoa Hao 1.5% Cao Dai 1.1%
Ethnicity	Vietnamese 86% Tay 1.9% Thai 1.7% Muong 1.5% Khmer 1.4% Chinese 1.1% Nun 1.1% Hmong 1%

Birth rate	17 births / 1,000 inhabitants
Mortality rate	6 deaths / 1,000 inhabitants
Infant mortality rate	25 deaths / 1,000 births
Life expectancy	70 years
Illiteracy	9.7% (>15 years old)
Food supply per capita	10,948 kJ per day (2003)
Health care	1 doctor / 1,923 inhabitants (2002)
Vaccination rate	99% (2003)
Employment in agriculture	71.5%
Employment in industry	14.1%
Employment in services	14.4%

Purchasing power (GDP) per capita	€2,490
Growth GDP 1990-2003 per capita	5.9% per year
Exports	Petroleum, fish, rice, coffee, rubber, tea, clothing, shoes
Imports	Machinery, petroleum products, artificial fertiliser, steel, cotton, grain, cement, motorcycles
CO₂ emissions (2003)	0.8 tonnes per inhabitant
Energy consumption per inhabitant (2002)	758 kg carbon equivalent
Energy balance	25% surplus (2002)

Figure 5.3 Number of biogas installations constructed per year in Vietnam (Source: SNV)





TOSHIBA

1-DOOR REFRIG
GR-E160
220-240V / 50Hz
THAI TOSHIBA ELECTRIC INDUSTRIES

B COOL BLUE

HANDLING METHOD



Vietnam

Hou Van Han

Who?

Hou Van Han (41) is a bricklayer. He makes biogas digesters (an installation that converts fertiliser into biogas) for livestock breeders. He lives in Chuong My District in Hanoi province.

How did you get involved in the biogas programme?

The local authorities were looking for skilled bricklayers for the programme. In 2007 I took part in a special training course and since then I have made around 200 biogas digesters. As the number of livestock breeders increased, so did the demand for biogas. I started looking for people to help me and I'm now working with nine other bricklayers.

What does the biogas programme mean for your income?

It gives me an important extra income, alongside my small agricultural business. I receive 175 euros a month for material costs and for the work I do. That allows me to raise the living standards of my family.

What are the strong points of the biogas programme?

People can get a small grant from the programme and apply for microcredit, which means they can borrow money at low interest. They have confidence in the programme because it produces quality. There are also training courses for users. I took a course on starting your own company in December, which taught me a lot. I am now better at taking a business-like approach to my work.

What are the weak points of the biogas programme?

It cannot respond very quickly to a sudden growth in demand. Although the provincial authorities also invest in the programme, there is sometimes not enough budget to produce extra digesters.

What impact have the biogas digesters had on your environment?

Because of the technology, there are far fewer environmental problems in the livestock-breeding sector, such as the spreading of bad odours and pathogen. The stench in particular has been reduced drastically and people are very pleased with my work. They even call me 'Mr Clean'.

How is your project related to MDG 7?

Production in livestock breeding is rising. Most small-scale livestock-breeders used to have five to ten pigs on half a hectare of land, but have now increased that to up to 30 animals. Because the houses are close together, the stench is a serious problem. At the same time, there are more and more large industrial pig-breeders. They constitute a serious threat to air quality, ground and surface water, and the living environment. The digesters are not only a source of energy but also offer a solution to this environmental problem.

What would you change if you were the Dutch Minister for Development Cooperation?

I would increase the Netherlands' contribution to the biogas programme and encourage activities like training, quality control and research & development. In addition grants for poor people would stimulate the market for biogas digesters.

Text: Bastiaan Teune
Photo: Vu Duy Thang

5.2.6

Conclusions

Results have been achieved within the themes of environmental degradation, energy and climate, but further efforts remain necessary globally, nationally and locally. To this end, the Netherlands makes use of several channels and focuses on various aspects of the themes, such as good policy and institutional capacity for good governance, as well as investments and infrastructure. A sustainable living environment is primarily a matter of political will on the part of governments (as in Vietnam), sufficient capacity at local government level and involvement of the private sector, civil society organisations and those who depend on the natural environment for their survival. The Netherlands' effort focuses on bringing actors together and making sure that the various activities are coordinated.

As far as environmental degradation is concerned, Dutch policy has long focused on combating the degradation of natural resources. The results have been varied: but degradation is not yet decreasing in all partner countries. Although instruments like environmental impact assessments are being used more frequently, their findings are not always converted into concrete measures and compliance with legislation. However, the trend is positive.

Recent years have seen growing attention to energy and climate, and this has increased as a result of the energy, climate and financial crises. This has boosted efforts to find newer and cleaner forms of energy and energy applications for the poor. In concrete terms, the Netherlands aims to ensure that 10 million people in developing countries have access to modern energy applications by 2015 and, if the current progress is maintained, this target will be achieved. By the end of 2008 an estimated 6.3 million people were connected to clean energy. This energy is used in households and for economic activity. The cleaner, renewable energy sources are better for health and save time, especially for women and children. Increasingly, concrete measures are being taken to combat further climate change by reducing greenhouse gas emissions. Yet these measures alone are not enough, as countries and poor people will have to adapt to changed climatic circumstances. That calls for resources and technologies to be made available for adjustments to the living environment in developing countries. The Netherlands will continue to work to achieve this goal.



5.3

Forests, biodiversity, water management

5.3.1

Introduction: fragile ecosystems

Ecosystems are being eroded worldwide. The regions with the severest problems are in dry areas, where around two billion people live. If the fertility of the soil deteriorates, forests are chopped down and the quantity and quality of water diminish, the poor feel the immediate consequences. Agricultural revenues and fish stocks fall, health risks increase and disease spreads. Deforestation forces women to go further afield in search of firewood and to fetch water. That is physically more demanding, increases security problems and leads to a fall in school attendance and income.

Since the climate summit in Bali in 2007 the fight against deforestation in the context of climate change has been high on the agenda. Deforestation is an important topic in the discussion on a future climate policy and limiting greenhouse gas emissions. Preventing the destruction of tropical rainforests means that the CO₂ they contain is not released. That is a significant new element in the protection of tropical forests.

In recent years there has been a shift from environmental conservation to the sustainable use of forests and biodiversity. Innovative forms of funding are being sought for the preservation of biodiversity and forests, such as experimenting with payment for biodiversity. These aim to preserve biodiversity by conserving river basins and sustainable trade in forestry products.

The results chain for forests, biodiversity and integrated water management makes it clear how the Netherlands contributes to achieving the desired impact in the long term: preserving and improving forests and ecosystems, reducing poverty through the sustainable use of forests and biodiversity, and finally preventing future negative environmental effects. Sustainable use of forests and biodiversity is achieved by combating the over-exploitation of forests and assuring the user rights and access to land and water for the local population. Protection is in place on land and at sea to preserve the diversity of species. By taking better account of the interests of local

inhabitants, sustainable use of forests and biodiversity go hand in hand with poverty reduction. The intended results at output level can be divided into institutional support, technical products and capacity strengthening.

To achieve these, the Netherlands works through various channels and supports a variety of actors. Each actor has their own approach, network, and sphere of influence, and supplies the building blocks for the desired long-term effects. Dutch bilateral cooperation is primarily aimed at supporting strengthening national, provincial and local government bodies and improving environmental planning and implementation. Cooperation with ministries of the environment, planning and finance also increase the knowledge and capacity of the officials involved. Often this is achieved by working together with multilateral organisations, like the World Bank, IFC, EU, development banks and other bilateral donors.

Civil society organisations, like WWF, Both ENDS, IUCN, Oxfam Novib, ICCO, Cordaid and SNV provide training and other support to strengthen local civil society organisations and representative organisations of local users of water, forests and land. They defend the interests of the local people and contribute to better participation in planning and implementation. In addition local organisations implement programmes and projects, such as reforestation or forest management. Depending on the local situation, they work together with other actors, including knowledge institutes and companies. This is the case, for example, in efforts to make trade chains sustainable, such as those for wood, soya, palm oil and cacao. In the following chapters the results chain is used as a framework to achieve an insight into the achievement of concrete results.

5.3.2

General progress and trends

The targets relating to forests, biodiversity and water management are monitored using the following MDG indicators:

- **Forests:**
 - 5.1. Proportion of land area covered by forest
- **Seas and fish stocks:**
 - 5.4. Proportion of fish stocks within safe biological limits
 - 5.6. Proportion of terrestrial and marine areas protected
- **Freshwater stocks:**
 - 5.5. Proportion of total water resources used
- **Biodiversity:**
 - 5.7. Proportion of species threatened with extinction

According to the UN's MDG Report for 2008,⁷ the land covered with forest continues to diminish in more than half of all developing countries. The greatest deforestation occurs in Sub-Saharan Africa, Latin America and Southeast Asia. Only in East Asia is there some improvement through reforestation. Deforestation has a number of causes: destruction of forests for agriculture, urbanisation, population growth, the timber industry, mining and oil and gas exploitation. Reforestation, landscape restoration and natural expansion of wooded areas may help to restrict deforestation, but it continues at an alarming rate. Gradually more and more forests are being classified as protected areas. The total surface area of protected forest increased by 96 million hectares, or around a third, between 1990 and 2005. That means that around 10% of the world's forests are now protected.

Fish stocks are under pressure worldwide. Data from the WWF show that between 1970 and 2005 the number of marine species fell by an average of 14%.⁸ To replenish fish stocks, marine areas are designated as protected. In 2007 these amounted to 21 million square kilometres, only 0.2% of the world's seas. This needs to be supplemented by sustainable fish stock management through certification (like those issued by the Marine Stewardship Council) and catch restrictions.

Figure 5.4 The results chain for poverty reduction, forests, biodiversity and integrated water management





5.3.3

Results at country level

Each year, 1,700 cubic metres of water per capita are required to meet the demand for water for agriculture, industry, energy and the environment. In the Netherlands, there is currently 5,610 cubic metres per capita available. Below the 1,700 cubic metres limit, the situation is described as one of 'water stress', and when it falls below 1,000 cubic metres it is described as 'water scarcity'. As a result of increasing demand for water from a growing global population, the availability of clean water is coming under pressure. Approximately 700 million people in 43 countries currently live below the critical line and it is expected that, by 2025, more than three billion people will live in water-stress countries and 14 countries will be suffering from water scarcity. Water stress is increasing, especially in the Middle East, North Africa, parts of India and China and Sub-Saharan Africa. Women and girls in developing countries already spend a great deal of time fetching and carrying water. If this trend continues, these tasks will become heavier and take up even more time.

The IUCN's Red List of threatened species measures trends in the extinction of species.⁹ The situation is worst in Oceania, but is deteriorating in Southeast Asia as a result of rapid deforestation. Numbers of at least 60% of mammal species are dwindling. This is illustrated by the WWF's Living Planet Index (figure 5.4) which shows that between 1970 and 2005 there was an average decrease in the number of animal species by 28%. A decrease in animal populations jeopardises the stability and resilience of ecosystems and food chains, and therefore their regulatory and productive functions, which are essential for human survival. One example is waterways becoming blocked with vegetation, because of the disappearance of animals that eat aquatic plants.

The MDG 7 indicators show clearly how much pressure there is on forests, biodiversity and water stocks. Locally, however, results have been achieved in reducing this pressure. For example, economic development in Costa Rica used to proceed at considerable cost to the natural environment. The government did not respond to this, however, until the collapse of the meat industry in the 1980's, which led to widespread poverty. Farmers were paid for rendering ecosystem services and received grants for reforestation. Prosperity grew once again, and migration to other areas and towns offered opportunities for employment. Civil society organisations like WWF, IUCN and IIED in particular have developed instruments in recent years for paying for ecosystem services. Although these forms of payment are still in the test phase in many countries, there are already examples where they have led to better river basin management and supplementary income for local users.

People's access to water and the preservation of ecosystems can only be guaranteed with an integrated approach. Cooperation between Mauritania, Mali and Senegal, for example, has led to important institutional, economic and ecological developments in the cross-border basin of the Senegal river. In Egypt, the Netherlands has been playing an important role for thirty years and is seen as a leader in the sector. The Egyptian-Dutch Advisory Panel, chaired by the Minister of Water and Irrigation, is an excellent platform where current problems and challenges in the water sector are discussed. The Nile Basin Initiative, supported by the Netherlands, also plays an important role in the joint management of the Nile basin, which is indispensable for Egypt. This has led to a reduction in political tension between the Nile states (Egypt, Sudan and Ethiopia).

Pressure on forests and biodiversity is reduced by addressing problem areas in the first links in the international trade chains in developing countries. Chapter 6 describes how the government and civil society organisations like IUCN, Both

ENDS, Oxfam Novib and WWF, work together here with the private sector. In the past two years civil society organisations have successfully campaigned for voluntary certification of sustainably managed forests that complies with the Forestry Stewardship Council's standards. The total area of sustainably managed forest is slowly increasing, as is the percentage of FSC wood – including that coming from Africa – on the Dutch market.

Partner countries: output and outcome

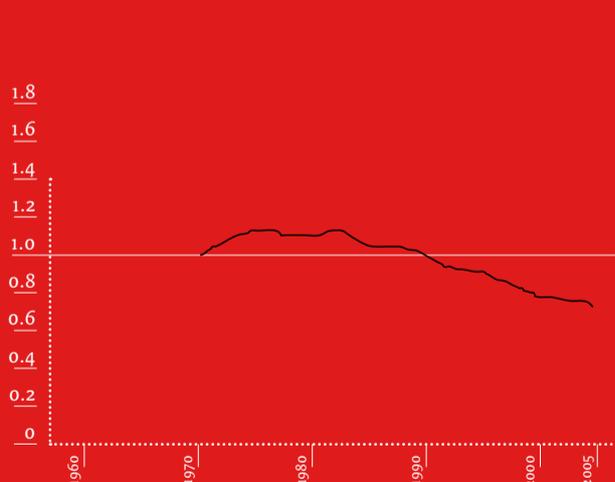
In a number of partner countries (Colombia, Bolivia, Ghana, Guatemala, Indonesia, Pakistan, Senegal, Suriname and Vietnam), the Netherlands has successfully supported a sector-wide approach to the environment. Institutional weaknesses have been addressed and capacity, including that for planning, governance and monitoring, among central and local governments and local users has been strengthened. The Netherlands has also cooperated on concrete programmes for nature parks and protected areas.

Stronger institutions

The institutional capacity and position of environmental bodies are generally weak. Reforms in the public sector, including the decentralisation of authorities, often make slow progress. In many countries there is a weak system of monitoring and control, which makes it difficult to combat corruption and the illegal exploitation of natural resources, such as illegal wood harvesting. Dutch cooperation in the context of a sector-wide approach leads to better policies, governance and financial systems.

The IOB evaluation of sectoral support to the environment and water sectors referred to earlier observed that in Senegal, Cape Verde, Colombia and Ghana the dialogue on budget support to the sector has strengthened the position of weak environment ministries and their relationship with ministries of finance and planning. In Ghana this led to better coordination between the environment service and com-

Fig 5.5 Index of global biodiversity: the WWF Living Planet Index 1970-2005 (Bron: Living Planet Report 2008; WWF)



The Living Planet Index is presented in the 2008 Living Planet Report. This index presents the trend in biodiversity as measured by populations of 1,686 vertebrate species across all regions of the world. The index has declined by 28% over the past 35 years.

Payments for ecosystem services

Payments for ecosystem services (PES) are flexible, direct and promising mechanisms whereby providers of services are paid by users. DGIS and the Danish development agency DANIDA are funding a programme being run by CARE and the World Wildlife Fund (WWF) in Peru, Ecuador, Tanzania and Indonesia. The programme aims to restore upstream ecosystems by changing farming methods in poor communities. Under PES contracts, downstream public and private parties (industry, drinking water, hydro-energy) pay for the efforts made by poor communities upstream to ensure that enough water is retained in the soil and that the water level in rivers remains stable. This includes building terraces, agro-forest management, etc. Farmers and indigenous peoples who provide these services are paid by companies like Coca Cola, Dawasco, etc. In this way, the natural environment is protected and the poor inhabitants have an extra source of income. In Peru, Guatemala and Tanzania governmental and non-governmental organisations have invested almost one million euros in setting up PES programmes. The legislation regulating the management of natural resources has been modified to allow PES projects to be implemented, and there are plans to extend the projects to 17 other river basins.

missions for mining and forestry, placing illegal mining and wood harvesting on the agenda. It also resulted in the start of the development of innovative systems to make the taxation system greener.

In Cape Verde, Senegal, Colombia and Ghana procurement rules were modified and there is now closer monitoring of compliance. This reduces the risk of corruption. In Senegal, environmental financing has been successfully integrated into the national budget, and the financial services at the Ministry van Environment and National Parks have been strengthened. In addition, an NGO network is being supported that focuses on awareness-raising and information exchange on the environment and provides journalists and parliamentarians with information.

The IOB evaluation also reports striking results in the water sector in Pakistan. In cooperation with the Netherlands and the World Bank, Pakistan introduced sensitive institutional reforms which transferred responsibilities to local water boards. This made the distribution of water more transparent to local users. In Ghana, Senegal and Cape Verde work has been done on improving monitoring systems. That has resulted in the governments in these countries drawing up a strategy aimed at environmental improvement, including protecting forests and biodiversity, and introducing the corresponding legislation.

Products: sustainable use, sustainable trade

In many countries the capacity for managing and maintaining nature parks and protected areas is limited and sector support is essential. A good example is the longstanding support for the system of protected areas in Bolivia, which cover a total of 1.1 million square kilometres (one sixth of Bolivia's territory or five times the size of the Netherlands). With the World Bank/Global Environment Facility, Germany

and the Netherlands as the most important donors, this park system has grown since 1996 to become one of the most successful in Latin America. The programme has strengthened joint management by government, civil society organisations and the local indigenous population.

As a result, forests and biodiversity have been preserved, and sustainable development initiatives have started in agriculture, wood harvesting, tourism and wild animal management. In this way, protection eventually generates income for the local population. In addition, the programme has contributed to better spatial planning within and around the protected areas and to land rights being established for local communities.

The social role of the private sector in setting up and implementing development activities has increased: partner ships between companies and civil society organisations provide local populations with supplementary and sustainable means of existence. In Colombia cooperation between the public and private sectors on sustainable coffee growing in the Narinho region produced benefits for vulnerable groups in this remote conflict-ridden area. The participating company, Starbucks, introduced a sustainable production standard for its suppliers. The company is now more closely involved with the local population, with the result that small producers have organised themselves into groups and better marketing opportunities have emerged. This has raised the standard of living of poor farmers. The improved production methods also have a positive impact on the management of forests and biodiversity.

More capacity

In many developing countries environment ministries are in a weak position, because they have limited capacity, resources and political weight. That makes it difficult to get biodiversity, nature management and the sustainable use of

natural resources high up the national agenda and to draft and implement strategic policy. In the environment particularly, lobbying and project work by local civil society organisations is crucial in getting issues on the agenda. At central level, together with other donors, the Netherlands has promoted, through policy dialogue and institutional support, the integration of environmental and sustainability themes into the second generation of national development strategies (PRSPs). In Ghana environment is integrated in government policy as a cross-cutting theme that is relevant in all sectors. This has led, for example, to the sustainable use of natural resources also receiving attention in the agricultural sector. In Vietnam this has resulted in greater attention for the most vulnerable groups living in mountainous forested areas.

A recent IOB evaluation reports that in Vietnam models and instruments that were developed as pilots at local level, were applied in the forestry sector at national level after some years.¹⁰ Because people who had received training and education in the Netherlands continued to work in the forestry sector, education and research capacity in the existing organisations increased, thereby safeguarding continuity. There is clearly a multiplier effect here.

If you buy wood with an FSC stamp, you know it comes from a good forest

The Forest Stewardship Council (FSC) is an international organisation that promotes responsible forest management. In 2008, the FSC reached an exceptional milestone in the forests of Central Africa, as the surface area of FSC certified forest passed the one million hectare limit. A total of 1.2 million hectares of forest in the heart of Africa are now managed responsibly. This is an area the size of the Dutch provinces of Brabant and Gelderland combined. The areas certified so far in the African jungle prove that the local population benefit both socially and economically from the FSC production method and obtain better prices for their products.

The FSC draws up global standards for forest management, and has an associated stamp of approval. If you buy a wood or paper product with an FSC stamp you know that it comes from sustainably managed forests. FSC's working method guarantees that attention is paid to the ecological, social and economic aspects of forest management. With the support of the FSC and WWF local civil society organisations play an important role in promoting the FSC among timber companies and improving framework government policies. Dutch timber traders make an important contribution to the FSC's success in Central Africa. As well as the Koninklijke Houthandel G. Wijma & Zonen and the Reef Hout Groep, the Belgian company CIB and the Italian SEFAC also comply with the FSC standard. Together these companies now manage some 1.2 million hectares of forest in a responsible way.



5.3.4

Financial and non-financial input: a higher budget for forests

Expenditure on forests, biodiversity and integrated water management is shown in figure 5.6. In the past two years, the Netherlands' financial input through the bilateral channel has grown by 37% and through the non-governmental channel by 28%. Expenditure through the multilateral channel has fallen, as a result of lower contributions to the Global Environment Facility. There are no accumulated figures for the non-governmental channel. This channel includes public-private cooperation, support aimed at making international trade chains sustainable and direct investment contributions. Expenditure under the Government Position Paper on Tropical Rainforests is also part of the total expenditure. That amounted to 73.2 million euros in 2006 and 74.4 million euros in 2007. For 2008, it is estimated at over 74 million euros.

Bilaterally the Netherlands supports the environment sector, with special attention for forests and biodiversity, in Colombia, Bolivia, Ghana, Guatemala, Indonesia, Pakistan, Senegal, Suriname and Vietnam. In Benin, Egypt and Vietnam integrated water management is strengthened through sector support. In recent years the sector-wide approach, whereby direct support is usually provided to the budget of a specific sector, has become an increasingly important aid instrument. The dialogue with the government to strengthen policy and implementation has become a central part of the approach. In Colombia the National Environment Information System (SINA) receives sectoral budget support and policy dialogue takes place with the Ministry of the Environment. Central themes are improving environmental governance, the public debate on the environment, land use and coca growing. Current programmes in the environment sector are often based on a multiyear cooperation relationship.

In the water sector, the Netherlands contributes to national plans in the field of integrated water management, in which account is taken of the interests of all stakeholders. In six

African and four Asian countries the Netherlands supports the development and implementation of the plans, which should result in a more just and sustainable use and management of the available water resources. In addition to the support it provides at national level the Netherlands is involved in improving water management in five cross-border river basins (Nile, Mekong, Senegal, Incomati-Maputo and Zambezi). The Netherlands also helps to increase the knowledge of local institutions and train specialists in the field of integrated water management by supporting UNESCO-IHE, WaterNet and CapNet.

At international level, the Netherlands argues for a resolute EU standpoint through its active involvement in the relevant European Councils. It is also a party to the UN Conventions on Biological Diversity and Climate. The ministers of agriculture and the environment bear primary responsibility for complying with the conventions. In addition, the Netherlands contributes to a number of UN agencies to support countries that have committed themselves to implement the conventions. The most important of these are UNEP, UNDP and the World Bank. Through contributions to the Global Environment Facility (GEF), worldwide projects are implemented in the fields of capacity development and investment in the management of natural resources. The conventions on climate, biodiversity and desertification are also implemented through the GEF. Since 2007 a special window has been set up for forests. Lastly, the Netherlands supports the World Bank, FAO, UNEP and the International Tropical Timber Organisation (ITTO) in the implementation of projects aimed at sustainable forest management.

Dutch civil society organisations are also active in many countries, strengthening local organisations and implementing projects. Both ENDS, for example, trains NGOs like AEDES in Peru and Telapak in Indonesia to negotiate better with regional and national authorities. In 2007 and 2008 IUCN Nederland supported around 200 projects of local civil

society organisations relating to sustainable ecosystem management and poverty reduction. In addition to the support given to other larger development organisations (like Oxfam Novib and ICCO) and environmental organisations (like Both ENDS, ETC, Friends of the Earth, Wetlands International, Tropenbos, WWF and IUCN), support was also given to human rights organisations like Aim for Human Rights and the International Fellowship for Reconciliation. The latter focuses mainly on seeking solutions to environmental conflicts. In Ethiopia NGOs are important partners in implementing the regional environmental plan, which protects or restores river basins in vulnerable regions, such as on the border with Sudan or in the Rift Valley.

In recent years, cooperation with the private sector has been stepped up. This has included making trade chains more sustainable and cooperation between the public and private sectors. The Schokland agreements are an important driver in this respect (see chapter 6). In addition companies are involved as investors or suppliers receiving support through one of the private sector instruments, such as the Programme for Cooperation with Emerging Markets (PSOM) or the Development-related Export Transactions programme (ORET). For example, a trade chain has been set up in West Africa with PSOM funding for allanblackia, an oil-bearing fruit from the tropical rainforest that is mainly harvested and marketed by women. In recent years this has led to innovative cooperation between Unilever, SNV, UNDP, IUCN and local NGOs and farming communities.

7 The Millennium Development Goals Report 2008, September 2008, UNDP.
8 Living Planet Report 2008, WWF.
9 The Red List of endangered species is drawn up annually by the IUCN
10 IOB evaluation with the provisional title Government Position Paper on Tropical Rainforests: The Netherlands development activities for the preservation of the tropical rainforest 1999-2006, 2009.

Figure 5.6 Expenditure on the environment per channel

(millions of euros) (Source: Ministry van Foreign Affairs (FEZ))



Colombia: environment, poverty reduction and conflict management go hand in hand

In Colombia Dutch development cooperation started in the 1960s on a project basis. Through integrated rural development in the 1980s, this evolved into a broad environment programme in the 1990s. In the programme, environment, poverty reduction and conflict management went hand in hand, with attention to promoting sustainable trade on the basis of products from the rainforest, institutional strengthening of the Ministry of the Environment and support for local NGOs. In 2007 this led to budget support for the sector in support of the country's environmental policy.

Strengthening local NGOs remains a focus of attention, as is strengthening public-private partnerships. Considerable progress has been made with decentralised environmental management. Good data and monitoring systems have been developed, which are essential in keeping track of environmental degradation. The participation of the private sector is especially important in the extensive livestock breeding and mining sectors, as these are to a substantial degree responsible for environmental degradation. Companies are increasingly aware of the need for sustainable exploitation.

5.3.5

Ghana

Sustainable wood production



After a period of stagnation Ghana's economy has experienced strong growth in recent years, largely through the exploitation of its natural resources, such as gold-mining, cacao exports and forestry. At the same time the Ghanaian government is aware of the risks of depleting its natural resources and pollution, and has drawn up a detailed environmental plan. In social terms, the country scores well in comparison with other countries in Africa. Ghana is almost a model country where many lessons about sustainability can be learned.

It is estimated that, as a result of resource depletion and pollution of the environment, Ghana's growth is 1% lower per year than could be expected.¹¹ To address this problem a joint plan of action has been drawn up aimed at stimulating economic growth, reducing poverty and social conflict and preserving the environment. The Netherlands and other donors are supporting these reforms through budget support. A strong policy dialogue between the Ministry of Finance, the sector ministries and donors has led to increased government revenue in this sector and greater transparency. Publicising

the distribution of income to district and traditional chiefs (including village heads) has given the public more opportunity to call local leaders to account.

Through training, education and assistance, the Netherlands Commission for Environmental Assessment has enabled the environment ministry in Ghana to conduct its own environmental studies and use them in implementing its policies. The ministry, which is responsible for environmental protection, conducted a series of strategic environmental impact assessments in 2007 and 2008, in which the views of civil society parties were also taken into account. Partly as a result of these assessments, more attention has been paid, in mining and forestry sectors, to the rights of the local population to access to natural resources like forestry products (including wood) and minerals. In the forestry sector, a concept has been developed, known as CREMA, that gives local communities rights to and control over an area of forest. In 2008 Ghana was the first country in the world to sign an agreement with the EU on legal wood. Under the agreement Ghana com-

mits itself only to export legally produced wood to the EU, and in the longer term to tackle the problem of illegal wood on the local market. Base lines have been identified and a verification mechanism developed, allowing the origin of cut timber to be traced. Civil society organisations, small companies and the wood industry were directly involved in the negotiations. There is both the will and the public support to put a stop to illegal wood harvesting in the long term. These outcomes are based on intensive cooperation between government and donors.

Reforms in the environment sector prove difficult to achieve because of patronage relations, a weak civil society and limited decentralisation of governance. The environment ministry and donors have been working together since 2006 to improve environmental governance. The emphasis lies on transparency, better public finances and reform of the public sector (including capacity development). Other important areas of attention are community governance and small-scale informal employment.



Population	20,468,000	Birth rate	31 births / 1,000 inhabitants	Growth in GDP 1990-2003	per capita	1.8% per year
Area	238,533 km ² (5.7 x the Netherlands)	Mortality rate	10 deaths / 1,000 inhabitants	Exports		Gold, cacao, wood, tuna, bauxite, aluminium, manganese, diamonds
Capital	Accra	Infant mortality rate	55 deaths / 1,000 births	Imports		Petroleum, food, machinery
Religion	Christianity 69%	Life expectancy	59 years	CO₂ emissions:		0.3 tonnes per inhabitant (2003)
	Islam 16%	Illiteracy	45.9% (>15 years old)	Energy consumption		587 kg carbon equivalent per inhabitant (2002)
	Indigenous religions 9% (2000)	Food supply per capita	11,212 kJ per day (2003)	Energy balance		28% deficit (2002)
Ethnicity	Akan 45%	Health care	1 doctor / 16,667 inhabitants (2002)			
	Mossi and Dagomba 15%	Vaccination rate	80% (2003)			
	Ewe 12%	Employment in agriculture	59.4%			
	Ga-Dangme 7%	Employment in industry	13%			
	Gurma 4%	Employment in services	27.6%			
	Grusi 3%	Purchasing power (GDP) per capita	€2,238			
	Mande-Busanga 1% (2000)					

For the Netherlands the involvement of civil society organisations was essential. They advise and monitor the reforms to ensure better management of forests and natural resources. In 2008 the Dutch embassy worked closely together with Dutch organisations like SNV, Tropenbos, Wageningen University and Research Centre and ICCO. Ghanaian NGOs also received support. The aim was to achieve effective accountability in Ghana's environment sector. Bilaterally, the Netherlands focused mainly on coordination with Ghanaian policy and other donors. Because the Netherlands can tailor its support more effectively to national procedures than, for example, the World Bank and other donors, it plays a leading role. The political will, the cooperation and the support of all stakeholders are the basis of successful reforms in a sector where various parties have a political and/or financial interest. The next step is to further increase the impact on poverty of protecting forests.





Ghana

Andrew Agyei-Yeboah

Who?

Andrew Agyei-Yeboah (53) is a former State Secretary for Forestry and is chairman of the Parliamentary Committee for Land and Forestry. He lives in the Ghanaian capital, Accra.

What is your position?

As chairman of the Parliamentary Committee for Land and Forestry I am involved in various international developments in the field of forestry, especially the EU measures to combat illegal trade in wood. When I was state secretary in 2005 I was primarily involved in the Voluntary Partnership Agreement (VPA) project between Ghana and the EU.

What does the VPA project entail?

The VPA contributes to sustainable management of forests. Its various elements are applied to improve management in the timber industry. The process of social awareness surrounding this can help the community to better understand our natural resources.

What do your activities entail?

As State Secretary for Land, Forestry and Mines, with specific responsibility for forestry, I focused on better monitoring of exploitation. I conducted the negotiations between Ghana and the EU and ensured that the VPA is an important component of the national budget for environmental management.

How important is your work?

It is clear that, during the development of the VPA, there was a need for trust between the different partners. The wood industry was sceptical but, as the ex-manager of a timber company, I was able to convince them that the VPA was in their best interests.

Can you give a successful example?

Ghana wanted to be the first country to sign the VPA. As a small player on the EU wood market, they wanted to determine the conditions before the large players could set such high standards that Ghana could never achieve. The VPA consultations showed how the government and other partners, and especially civil society and the private sector, can be involved in policy development and implementation.

How does the VPA contribute to achievement of MDG 7?

Current methods of wood harvesting are not sustainable for the environment. The forests are disappearing rapidly and the environment is being totally undermined by the use of illegal chain saws. Local communities suffer most through the degradation of their environment and the loss of forest and clean water. The VPA ensures that communities can benefit from higher wood revenues and are more involved in forest management. In this way a sustainable environment is guaranteed. If the VPA works and the forests become sustainable more products will become available and people's standard of living will increase.

How do you feel about being partly dependent on foreign aid?

We receive more than just project support from our development partners. We can set our priorities together and determine what we need. The Dutch embassy has a pragmatic approach and helps us to work out a practical policy for the sector.

What would you change if you were the Dutch Minister for Development Cooperation?

I would not introduce any immediate changes. For the sake of the MDGs and the environment, it might even be necessary for the support to be increased. But at the same time I would emphasise that local professionals should be involved in policy. As long as there are forests to be managed, their jobs will be safe. And that is very important.

Text: Ton van der Zon
Photo: Steve Ababio

5.3.6

Conclusions

The MDG 7 indicators for forests, biodiversity and integrated water management show clearly that forests and ecosystems around the world are under heavy pressure. At the same time, great efforts are being made through various channels to ensure that the situation is at least stabilised and further degradation is prevented. However, it is clear that the impact of all these efforts will only become visible in the very long term, despite local progress like that being made in Ghana.

Attention to the preservation and sustainable management of forests, biodiversity and integrated water management has increased in recent years. This is partly a consequence of the discussion on climate and the reduction of CO₂ emissions, which have made it possible to give forest preservation a monetary value. It is also partly due to the growing awareness that economic growth depends on the exploitation of a finite quantity of natural resources: forest, water, fish, land, minerals, etc. Companies and civil society organisations are working in this respect to make international trade chains sustainable. Governments play a modest role in this process, providing the framework conditions for sustainability. Good and effective environmental governance is gradually gaining ground. In a number of countries progress has been made in environmental and water governance through the sector-wide approach. Ghana and Vietnam are examples of countries where it is not only possible to achieve high economic growth but where the government is also gradually moving towards the management and preservation of forests, biodiversity and water.



5.4

Drinking water and sanitation

5.4.1

Introduction: cleaner water, better sanitation

Access to clean, affordable drinking water and good sanitation was recognised by the Netherlands as a human right in 2008. These facilities are essential to health and humanly acceptable living conditions. Clean drinking water and sanitation also help to achieve the other MDGs: participation of girls in education, economic development and greater equality for women. In addition they help improve the quality of the living environment and avoid local conflicts about water.

The results chain shows how positive effects can be achieved. For access to safe drinking water and improved sanitation it is important that the quantity and quality of facilities increase. Investments are being made in facilities by governments, non-governmental organisations and banks, as well as users themselves. The Netherlands finances or cofinances these investments through the national governments of the partner countries, non-governmental organisations, companies (through instruments like ORET/ORIO, PPPs) and through multilateral organisations.

In addition, these services have to be well maintained and used. To safeguard that, the capacity of governments, the private sector and users to construct, maintain and manage them has to be increased. Information and training will enhance the knowledge of actual and potential users on the use and costs of services and on the benefits of hygiene. Capacity enhancement takes place at all levels. National governments have an important role to play in drawing up coherent water policies and legislation and creating a sound budgetary framework. Slums, rural districts and other deprived areas should be given special attention in these policies. It is also the government's responsibility to involve all social groups in drafting policy on water and sanitation. The development of capacity and organisations takes place at all levels within the sector (national, regional and local) and

within all social groups, especially non-governmental organisations, user groups and the private sector.

At international level the input aims to increase contributions to drinking water and sanitation and better coordination of aid funds, especially in countries that until now have made little progress (the 'off track' countries). The Netherlands makes an important contribution to international negotiations and as a donor. In 2005 it formulated an output goal: 50 million people would obtain access to safe drinking water and improved sanitation in the 2005-2015 period as a result of Dutch support. Increasing the reach, efficiency and sustainability of services requires permanent development of knowledge and innovative solutions in which Dutch knowledge institutes and NGOs play a leading role.

Government-to-government (bilateral) aid and the input of the private sector and civil society complement each other, both within partner countries and through the specific choice of countries and partners by non-governmental organisations. A quarter of the expenditure by non-governmental organisations is spent through the organisation Aqua for All. The Aqua for All programme therefore represents a reasonable cross-section of the funding for water and sanitation within the non-governmental channel. Sixty-seven per cent of Aqua for All's investments are made outside the ministry's seven water partner countries.



Figure 5.7 The results chain for drinking water and sanitation

Impact

- Improved public health (in particular, reduction in water-related diseases)
- Improved quality of living environment (e.g. in slums)
- Increase in participation in education by girls
- Increase in economic activities, especially among women
- Increased food security
- Decrease in water conflicts, especially at local level

Outcome / Institutional

- Improved implementation and visible enforcement of legislation
- User groups, local governments and the private sector play an active role in planning, implementing and managing water and sanitation services
- Sufficient financial resources from multiple sources (government budget, utility companies, users) available and used for investments and maintenance
- Greater cost-efficiency
- Greater influence for users
- Higher contribution to budget from country itself

Outcome / Capacity

- Use of knowledge on hygiene
- Greater institutional capacity
- Accountability of institutes
- Knowledge among citizens on the use of water and sanitation services

Outcome / Infrastructure

- Increase in number of users of improved water points and sanitation facilities (five million per year)
- Better balance in coverage in terms of urban/rural and gender
- Less water pollution
- Greater security of water supplies
- Greater sustainability (management, budgeting, participation, environment, technology)

Output Institutional

- National water policy and adequate legislation created through broad-based social and political processes and based on gender-sensitivity and the right to water and sanitation
- Water sector policy integrated into national development policy
- Adequate budgetary framework for drinking water and sanitation
- Funding models that promote local responsibility
- Good water budget management by government and water companies
- Institutional framework that promotes the role of user groups, the private sector and lower governments (planning, funding and implementation)

Output Capacity / Human Resources and Knowledge

- Increased integration of information on water, sanitation and hygiene
- Improved capacity for management and maintenance
- Improved capacity of governments, NGOs and the private sector
- Greater knowledge of gender aspects
- Improved information on rates and costs for citizens

Output Technical / Infrastructure

- Increase in number of improved water facilities
- Increase in improved sanitation facilities
- Greater attention for waste water treatment, especially in the urban environment
- Design of facilities takes account of gender sensitivities

Output Netherlands and cofinancing organisations / within the Netherlands

- Policy themes on the national agenda (MDG (pro-poor) orientation, importance of sanitation, gender)
- Recognition of right to water and sanitation
- Better coordination and harmonisation in respect of MDG 7
- More partnerships, especially public-private
- Improved capacity of development organisations and non-governmental initiatives
- Greater involvement water and financial sector
- Better knowledge and information supply in the sector
- Coordinated monitoring and improved accountability for results by actors

Output Netherlands and cofinancing organisations / international

- Policy themes on the international agenda (MDG (pro-poor) orientation, importance of sanitation, gender)
- Recognition of right to water and sanitation
- Greater contribution by donors to MDG 7, especially sanitation
- Better coordination and harmonisation in respect of MDG 7
- Greater attention for water and sanitation (not only facilities that meet the criteria, but other solutions and framework conditions)
- Faster implementation of innovative models (Community-Led Total Sanitation)
- Dialogue on public-private partnerships

Financial support and non-financial input knowledge, dialogue etc.

Actors Dutch government, civil society, private sector/water sector, knowledge institutes, the Netherlands Water Partnership, international organisations etc.

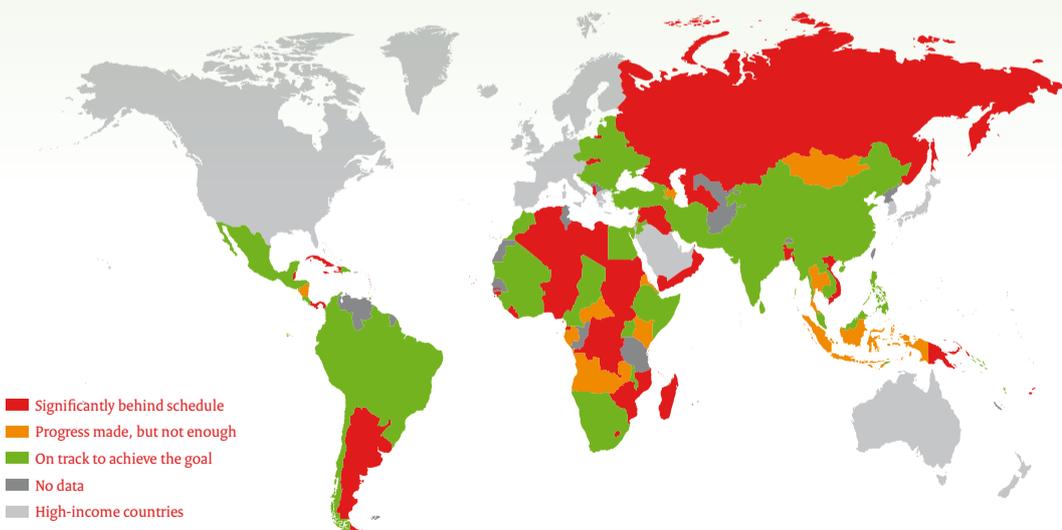
Safe water

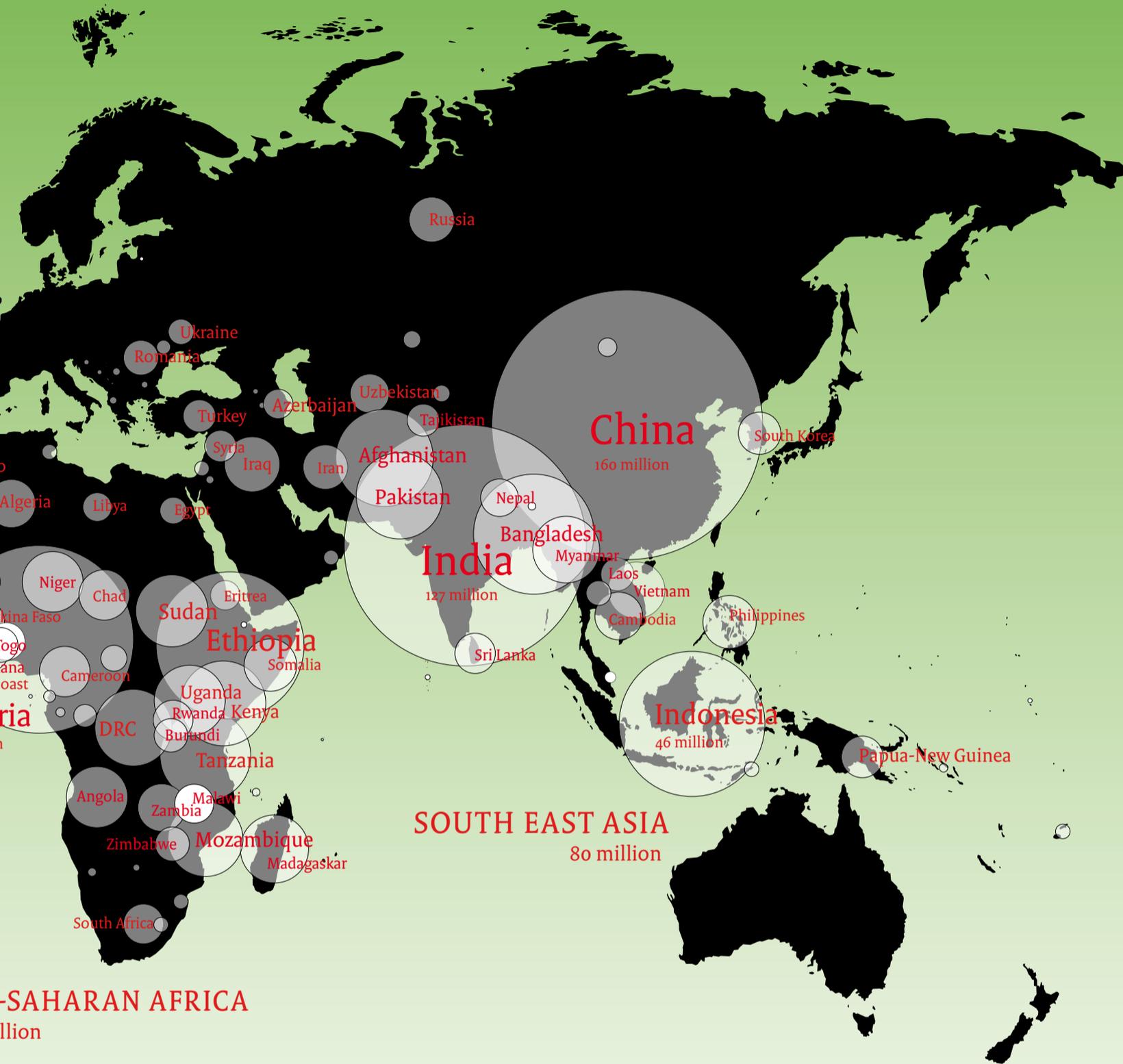
Number of people without access to safe water
Total 860 million



Halve the number of people without access to safe drinking water: will countries achieve this goal?

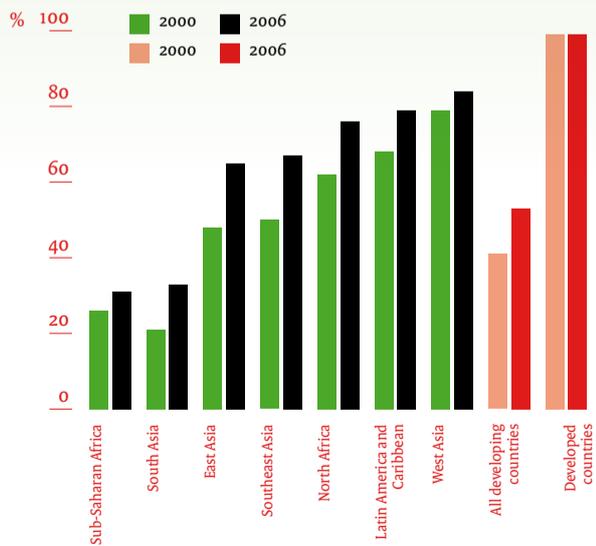
(Source: United Nations Statistical Division)





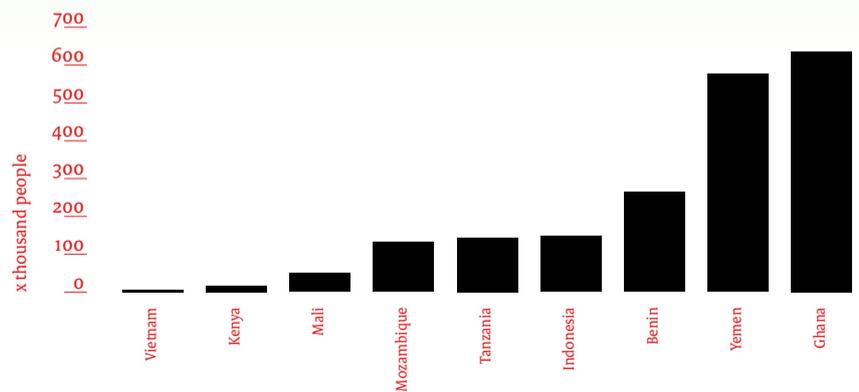
Proportion of the population that uses improved sanitation facilities

(Source: United Nations, Millennium Development Goals Report 2008)



Number of people who acquired access to improved drinking water with Dutch assistance* in 2007-2008

(*only includes access acquired through programmes with a direct contribution from the Netherlands. Therefore excludes access acquired via budget support) (Source: Ministry of Foreign Affairs on the basis of embassy figures)



5.4.2

General progress and trends

International trends

On a global scale, results in achieving MDG 7C offered a varied picture. As far as access to clean drinking water is concerned (indicator 7.8) developments are positive: in 2006, the number of people without access to clean drinking water fell below one billion for the first time, to 883 million. Since 1990 around 1.6 billion people have gained access to clean drinking water. For Sub-Saharan Africa, however, progress is limited and the target will not be reached at the current pace of change. In addition, there are considerable differences between urban and rural areas: of the 883 million people without clean drinking water, 746 million live in the countryside. Despite the difficult starting position of many African countries, some of them all well on the way to achieving the MDG goal for drinking water.

For sanitation (indicator 7.9) the situation is much bleaker: at the end of 2006, 2.5 billion people still had no access to sanitation facilities. A large part of the world will not achieve the sanitation goals, especially in South Asia and Sub-Saharan Africa. Since 1990 around 1.1 billion people have obtained access to sanitation, but the percentage of people without sanitation has only fallen slightly.

The limited progress in respect of sanitation has a number of causes. First, sanitation is a taboo subject that has little priority in national policy and budgets. This also applies at local level. For women and girls good sanitation is a priority for reasons of privacy and safety, but often they do not determine how household and development budgets are

spent. Institutions that are concerned with sanitation are weak and it is frequently not clear which body is responsible. Good sanitation, including good use of sanitation facilities, depends on information on its importance.

Until recently, efforts to solve the sanitation problem focused on building toilets; the result was that they were not used or maintained properly. In recent years, therefore, sanitation programmes have more often been based on generating demand for sanitation and strengthening capacity at village or neighbourhood level to provide sanitation services themselves. The most well-known strategy is Community Led Total Sanitation (CLTS). After achieving good results in South Asia, CLTS has been elevated to formal policy by many governments in Asia and Africa, including in India and Ethiopia. In Tanzania, PLAN is the first organisation to assist with the introduction of CLTS, with promising results. CLTS shows that it is important to think in terms of chains and to direct policy towards capacity and knowledge development at local level and the integration of hygiene information into drinking water and sanitation activities (Water, Sanitation and Hygiene: WASH).

2008 was the International Year of Sanitation. Sanitation received extra attention from governments and aid organisations. By way of illustration, the total number of activities relating to water and sanitation in the Aqua for All's project portfolio increased from 31% in 2006 to 61% in 2008.

Impact of Dutch programmes

It is not yet possible to clearly assess the effects of the investments made in 2007 and 2008, as they will only become visible in the long term. In 2008 the IOB published impact evaluations of large drinking water and sanitation programmes in Yemen and Tanzania which give a clear insight into the sustainability of investments in drinking water and sanitation in the long term.¹² In Yemen, seven years after the programme finished, 85% of all the water supply systems it had introduced were still functioning and the village water committees which took over management of the supply were largely still in operation. This is a decisive factor in the continued functioning of the systems: the village people pay for the maintenance and operation of the systems. They are now more likely to have a toilet in their homes and to make use of them (62% compared to 49% in other villages).

A water supply produces considerable time savings; in the first instance boys, but in the long-term girls too, benefit from this by attending school. The villages concerned also indicated that the health situation has improved in the past ten years. The programme contributed to the development of a national water policy and recognition of the role of village organisations and user groups. These results are also apparent from the evaluation of the water and sanitation programme in de Shinyanga region of Tanzania, where around 65% of the people indicate that they have fewer problems with schistosomiasis, diarrhoea and eye infections. The average time that women now need to fetch water has been halved, from 66 to 27 minutes.

Table 5.1 The MDG for safe drinking water: regional and global progress

(Source: Progress on Drinking Water and Sanitation Report; UNICEF and World Health Organization, 2008)

	Access to drinking water (%)		Percentage required to be on track in 2006	Percentage of MDG	Progress
	1990	2006			
Community of Independent States	93	94	95	97	On track
North Africa	88	92	92	94	On track
Latin America and the Caribbean	84	92	89	92	On track
West Asia	86	90	90	93	On track
East Asia	68	88	78	84	On track
South Asia	74	87	82	87	On track
Southeast Asia	73	86	82	87	On track
Developing countries	71	84	80	86	On track
Developed countries	98	99	99	99	On track
Worldwide	77	87	84	89	On track
Sub-Saharan Africa	49	58	65	75	Not on course
Oceania	51	50	67	76	Not on course



The time that has become free is used to work in the household, collect fuel and work in the fields. In 40% of the communities it was reported that girls were also now able to attend school.

At the same time, both studies observed that the long-term sustainability of the programme is not sufficiently safeguarded. Critical factors include the need for regular refresher training for the village committees and the inability of many of the committees to make replacement investments (maintenance costs are safeguarded). The crucial missing factor is guidance and support for the committees from higher tiers of government and organisations. This element is insufficiently built into the institutional structure of the sector. Another frequent problem identified in both countries is that insufficient attention is devoted to the quality of water in wells. The water is not tested often enough and is not regularly chlorinated, which means that it can still be infected with bacteria.

The application of the sector-wide approach has also helped to strengthen policy and governance in the drinking water and sanitation subsector, improve donor coordination and achieve greater alignment with national policy and procedures. In the evaluation of sectoral support in environment and water referred to earlier (section 5.2.3), the IOB notes that – especially in the case of drinking water – the sector-wide approach also led to direct poverty reduction. This is largely because of the service-oriented nature of the subsector and the relatively well-defined level of service aimed at

for end-users. In addition, sector programmes are to a large degree aimed at rural areas, where the majority of the population is poor and cannot be easily reached. The IOB identifies Benin as a good illustration of the effectiveness of the sector-wide approach in reducing poverty.

Improved drinking water and sanitation: the impact on women and girls

In developing countries fetching water continues to be primarily the responsibility of women. New global research shows that in 64% of cases, women bear primary responsibility, while in 7% this falls to girls.¹³ Access to drinking water at a reasonable distance from the home saves time and has an impact on women's health, schooling and income, as the IOB impact evaluations of Tanzania and Yemen confirm.

In some water and sanitation programmes the positive effects for women are still limited. In Benin's government policy gender is well integrated in the strategy for drinking water services in rural areas, but not in the cities. The Netherlands has therefore put this issue on the agenda for the policy dialogue. In Bangladesh gender is expressed in national targets for the composition of water user groups at different levels (from a minimum of 30% women at village level to 50% at national level). These targets have not yet been achieved. Policy on this issue has largely been developed in the past 20 years within the Netherlands' bilateral programmes and is now institutionalised in the Guidelines for People's Participation. In the drinking water programmes in Yemen the results of a process to increase women's

participation, supported by the Netherlands, are still limited: women hardly have a voice in the planning and management of water services at community level and are hardly represented on the water committees. This is largely due to cultural factors.

In Mozambique a code of conduct for donors has been drawn up for the sectoral programme, with the aim of improving rural water supplies. The code also contains gender objectives. In Suriname, partly as a result of the input of the National Women's Union with support from the Dutch Women's Council, women have achieved representation in the user groups for drinking water services in the interior. The Netherlands thus devotes attention to the position of women in national policy development, in the policy dialogue and in the design of sectoral programmes. The aim here is that women are optimally involved in the design and planning of water programmes and in their use and management.

Table 5.2 The MDG target for sanitation: regional and global progress.

(Source: Progress on Drinking Water and Sanitation Report; UNICEF and World Health Organization, 2008)

	Access to sanitation (%)		Percentage required to be on track in 2006	Percentage of MDG	Progress
	1990	2006			
West Asia	79	84	86	90	On track
Latin America and the Caribbean	68	79	78	84	On track
North Africa	62	76	74	81	On track
Southeast Asia	50	67	64	75	On track
East Asia	48	65	65	74	On track
Developed countries	99	99	99	100	On track
CIS	90	89	93	95	Not on course
Oceania	52	52	69	76	Not on course
South Asia	21	33	46	61	Not on course
Sub-Saharan Africa	26	31	50	63	Not on course
Developing countries	41	53	60	71	Not on course
Worldwide	54	62	69	77	Not on course

Community Led Total Sanitation in Bangladesh

Community Led Total Sanitation was developed in Bangladesh. In this approach, the first step is to create demand for sanitation through information and demonstration projects, for example in schools. Then the community as a whole decides to stop the practice of washing and defecating in the open and to create and use sanitation services. This includes a system of social control. In this way, the community takes shared responsibility for eliminating open defecation. Villages that achieve total sanitation receive an award, and violators are named and shamed. This approach has proved very successful. One of the organisations applying it is BRAC, which is supported by the Netherlands. Although sanitation, and especially the proper use of sanitation facilities, requires a substantial change of mindset, it has proved possible to reduce the often long period that was required to bring it about.

Another approach is that applied by the Stichting Land Developments Project Bangladesh (SLOPB), which is supported by Simavi. SLOPB aims to improve sanitation in villages by requiring that backyard latrines are built for the women as a condition for acquiring a well. Support is also provided for shared toilets for men (with a maximum of 25 users). In addition, the project provides information on hygiene. SLOPB's approach is aligned with local traditions. In 2007 it improved sanitation for 4,300 families.

5.4.3

Results at country level

Access to water and sanitation

At the end of 2008 a comprehensive programme is in place to achieve the Netherlands' 50 million output goal: on the basis of current commitments 26.1 million people will acquire access to safe drinking water and 31 million to sanitation.¹⁴ In the coming few years programmes will be set in motion to achieve the remaining part of the goal. The programme operates through multiple channels – the private sector, multilateral, bilateral, civil society – with the emphasis on the bilateral channel.

In 2007 only a limited part of the programme was operational, while there are as yet few figures for 2008. Nevertheless, 3.122 million people acquired access to drinking water and 3.035 million to sanitation through direct investments in 2007 and 2008. On the basis of central contributions to multilateral institutions and general budget support an additional 2.583 million people have acquired access to drinking

water and 3.670 million to sanitation. Table 5.3 provides an overview of the various funding channels.¹⁵

Capacity development

In addition to these outputs in the form of access to drinking water and sanitation important results have been achieved in the development of institutions, policy and budgetary frameworks, capacity and knowledge (intermediate results of the results chain). For example, the Netherlands' support for the water sector programme in Tanzania (through a 'silent partnership' with the German development bank KfW, in which one donor is the active partner and the other contributes financially) contributes not only to the provision of drinking water and sanitation, but also to the capacity development of the sector organisations. Through the Water and Sanitation Programme (WSP), coordinated by the World Bank, the Netherlands supports planning, capacity and knowledge development. Many African

countries have drawn up sector strategies and plans to improve access to water and sanitation, with support from the WSP.

The private sector, NGOs and the ministry are developing and applying joint financing models that strengthen the involvement of the private sector in sanitation and drinking water – especially in urban and peri-urban areas – and increase implementation capacity and sustainability. These programmes both create conditions and implement direct action. The Water Operator Partnerships (WOPs) – in which Dutch drinking water companies and similar partners in developing countries cooperate – also strengthen the capacity of the partners and thereby improve their operational management. The WOPs that the Dutch company Vitens Evides International has concluded in Mozambique are good examples of this.

Table 5.3 Results of 50 million programme: number of people with access to water and sanitation per implementation channel as of 31 December 2008

(Source: Progress on Drinking Water and Sanitation Report; UNICEF and World Health Organization, 2008)

	Water	Sanitation
Bilateral programme (delegated)	940,838	2,218,402
Programmes and projects via multilateral institutions	687,410	184,999
ORET	587,000	0
Core contributions to multilateral institutions (2004-2008)	2,583,072	3,669,151
General budget support (2004-2008)	341,419	291,391
PPPs, Water Operator Partnership (not delegated)	173,870	0
NGOs (Dutch, international)	391,956	432,291
Total	5,705,564	6,796,234

The SPA programme: sanitation services through local businesses

The *Sanitation in Peri-urban Areas (SPA)* programme aims to provide a total of 312,500 people in five urban areas in West and East Africa with sanitation between 2008 and 2013. WASTE, PLAN Nederland, DGIS and the SNS Reaal Water Fund work together within the programme to find innovative solutions to the problem of sanitation in slum areas. The aim of the programme is to make it possible for municipal services (water supply, sewers, purification and public works) to work together with small companies and local banks to provide sanitation services in a sustainable way. By the time the programme ends, hygienic use and satisfaction with the services must be 70% and the percentage of unsafe sanitation practices in the neighbourhoods where the programme is implemented must have reduced by 50%.

The programme is innovative because of the cooperation between municipal services and small-scale service providers, who together draw up an operational plan. In addition, there is a financial component, with which the plans are financed. This component, which is supervised by the SNS-Reaal Bank, is funded for 50% from the SNS Water Fund and aims to attract local capital by issuing guarantees. These *Sanitation Venture Guarantees* reduce the risk for local banks that wish to invest with their own capital. WASTE has already had a number of modest successes with this approach. So far, three small guarantee funds have been set up together with banks in Kenya, Costa Rica and Mali. In Costa Rica, SNS has committed 42,978 US dollars as guarantee for 179,400 dollars in outstanding bank loans. In Kenya, the K-Rep-Bank has set up a fund for sanitation businesses in Nakuru, and in Ethiopia the final work is being done on the business plan for the city of Arba Minch.



5.4.4

Financial and non-financial input: more money for water and sanitation

After the launch of the 50 million target, the government entered into additional commitments. This led to a gradual increase in expenditure on drinking water and sanitation. This trend will continue in the coming period. Initially the increase occurred in the delegated funds in the partner countries but, since 2007, there has also been a rise in funding at central level, through multilateral institutions and civil society organisations. In addition to the amounts specified below, many programmes are financed through current projects under the ORET programme. This is estimated at around 50 million euros per year.

The amount spent on drinking water and sanitation in the development budget increased from 3% in 2006 to 4% in 2008. For civil society organisations it rose from 1.5% in 2006 (OECD-DAC) to 1.7% in 2007 (CIDIN). Below is an overview of the distribution of the financial input of Dutch NGOs.

In international institutions and fora the Netherlands argues in favour of giving priority to water and sanitation. In recent years this was channelled through support for UNSGAB, the UN Secretary-General's Advisory Board on Water and Sanitation, which is chaired by Dutch Crown Prince Willem-Alexander. The Netherlands also took an active part in the European Union Water Initiative and the international conferences held in 2008 in the context of the International Year of Sanitation. The input of Dutch and international civil society and multilateral partners like UNDP, UNICEF and WHO has also helped push drinking water and sanitation higher up the international agenda.

Water and sanitation are now finding their way onto national agendas and developing countries are proving ready and willing to devote their energies to them. For example, in

February 2008, the African ministers responsible for sanitation committed themselves to raising their national budgets for sanitation. This commitment was ratified by African heads of government in June of the same year. In addition the Netherlands is currently developing, together with a number of like-minded donors and international institutions (UNICEF, WHO, the World Bank, the EU) a mechanism (the Global Framework for Action), which will increase aid to countries that will not achieve the MDG targets for water and sanitation without a change of strategy (the off-track countries).

Bilaterally, in the 2006-2008 period, the Netherlands worked together with seven partner countries in the field of drinking water and sanitation (Bangladesh, Benin, Egypt, Indonesia, Yemen, Mozambique and Vietnam). In addition, programmes for water and sanitation were supported in Ghana, Tanzania, Mali, Pakistan, Senegal, Kenya and Ethiopia. Bilateral support for the water and sanitation sector consists increasingly of programme support through basket-funding (money provided by several donors) or sectoral budget support. A special point of attention in the partner countries is the development of good policy and budgetary frameworks for the drinking water and sanitation sector and enhancing harmonisation (whereby donors specify how aid is to be coordinated in agreements) and coordination of donor efforts.

Civil society is active in influencing policy and lobbying, both within the Netherlands and abroad. Internationally, these organisations work together with organisations in developed and developing countries. Simavi and Both ENDS, for example, are active members of the Fresh Action Network, which calls worldwide for improved access of the poorest groups to water and sanitation. In developing coun-

tries members of the Fresh Action Network are active at national and local level (influencing policy and lobbying), with the support of organisations like ICCO and Hivos.

In the Netherlands public attention for MDG 7 has increased in recent years as a result of activities like Wandelen voor Water (Walking for Water), World Water Day (organised in 2008 by the Netherlands Water Partnership (NWP) and UNICEF) and the International Year of Sanitation, in which Prince Willem-Alexander played a prominent role. Within and outside the water sector there is ever-increasing cooperation between local initiatives, NGOs, drinking water companies, financial institutions and governments (ministries, municipalities, water boards) on MDG 7.

These various forms of cooperation broaden the support and attention for MDG 7 and can be organised in such a way that the strong points of the different types of organisation can complement each other. The Schokland agreement on Water Sanitation and Hygiene (WASH), concluded in June 2007 by the central government, the private sector, lower tiers of government and civil society, provides a framework for this cooperation. To promote and coordinate this joint effort, a WASH secretariat has been set up within the NWP.

- 12 Support to Rural Water Supply and Sanitation in Dhamar and Hodeidah Governorates, Republic of Yemen. IOB Impact Evaluation, no 315, October 2008. Water Supply and Sanitation Programmes Shinyanga Region, Tanzania 1990-2006. IOB Impact Evaluation, no 305, May 2007.
- 13 Joint Monitoring Programme progress report 2008 UNICEF and WHO, 2008
- 14 Access to safe drinking water and improved sanitation is determined on the basis of criteria set by the UNICEF/WHO Joint Monitoring Programme, which monitors progress in achieving MDG 7, target 10.
- 15 Internal monitoring DMW Water Cluster

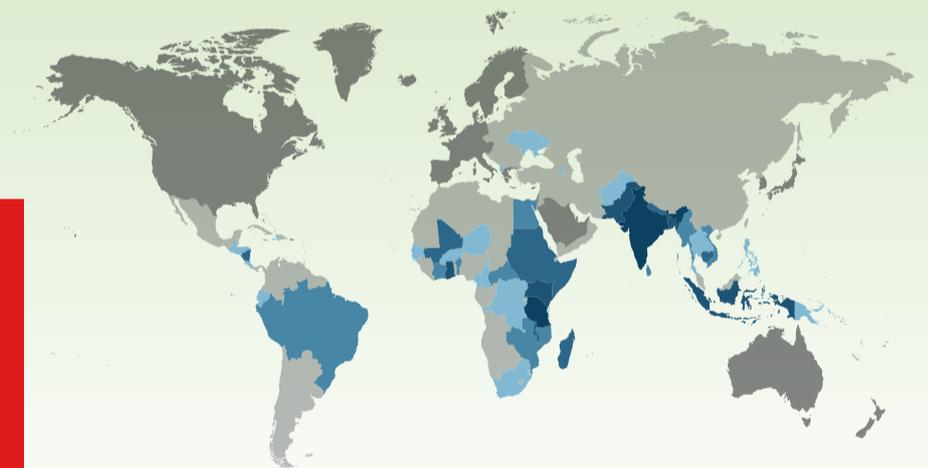


Figure 5.9
Financial input of Dutch NGOs in water and sanitation sector (euros)

- More than 1.25 million
- 750,000 - 1.25 million
- 250,000 - 750,000
- 100,000 - 250,000
- Less than 100,000
- Western countries
- No data

Figure 5.8 Expenditure on water and sanitation per channel (millions of euros) (Source: Ministry van Foreign Affairs (FEZ))



5.4.5

Mozambique

Drinking water and sanitation



The Netherlands has been working with Mozambique on drinking water and sanitation since the country gained its independence. As a consequence of the long civil war, the water and sanitation situation in Mozambique was bad. There were few facilities and its institutional and organisational capacities were minimal. For a long time, it seemed impossible to change this situation and the previous results in development report (for 2005-2006) concluded that the results achieved in the country were still disappointing.

In the past two years however some progress has been made. This is most visible in the relatively well developed urban sector, where not only has implementation capacity grown strongly, but there are also mechanisms for regulation and accountability. There is a clear division of roles between the owner of the urban water systems (FIPAG), the implementing organisation (Aguas de Moçambique) and the regulating body (CRA) that sets the prices and defends the interests of the consumer. CRA performs its tasks in a very direct and open way, including good communication with the media. That has led to greater transparency. In the rural water and sanitation sector there is now a multiyear programme, to which donors are tailoring their funding.

These positive developments resulted in 2007 in substantial growth in the numbers of new water points, especially in the densely populated provinces of Nampula and Zambezia, where coverage is 20% lower than in the rest of the country. In 2007 the numbers of water points in these provinces increased by 21% and 24% respectively. At the current pace, it will be possible to achieve the target of the national development programme (PARPA 2) in 2009 and the MDGs in 2015. Although progress was until recently especially limited in the towns and cities, the results for the first semester of 2008 are positive, bringing the targets for 2009 (60% coverage in urban areas) within reach. The targets for rural drinking water supplies (55% in 2009), urban sanitation (55% in 2009) and rural sanitation (40% in 2009) will be achieved. Mozambique is thus on track to achieve MDG 7C.

In the past decade the Netherlands has played a leading role in the donor community in pursuing greater coordination between donors and with national policies. For that reason it has focused strongly on sectoral budget support as an instrument. Now national programmes for drinking water and sanitation, and joint donor mechanisms, are getting off the ground, it is possible to move up to a higher level of donor

coordination, in which Care and UNICEF programmes are also incorporated in the sector-wide approach. Since 2005, through its international subsidiary and with the support of the client fund Water for Life, Aqua for All and the embassy in Maputo, the Dutch water company Vitens has, through a PPP, supported FIPAG in strengthening the capacity of four local water supply companies. The aim is not only to improve operational management but also to provide poor residents in the suburbs with clean drinking water. The results of this support have been spectacular: after a period of almost complete neglect of the infrastructure, the companies are now in a position to finance a growing part of the necessary maintenance and operating costs. The partnership has been extended to 2012. It is expected that by then, local companies will be able to bear at least 80% of the operating and maintenance costs themselves (the final aim is 100%).

Since 2007 water and sanitation has also been a priority for SNV in Mozambique. SNV focuses on capacity development at local level in the north and extreme south of the country.

In addition SNV invests in platforms of stakeholders for management and maintenance, improving hygiene and



Population	17,479,000	Illiteracy	53.5% (>15 years old)	Exports	Aluminium, prawns, cashew nuts, cotton, sugar, citrus fruits, copra, wood, electricity
Area	801,590 km ² (19.3 x the Netherlands)	Food supply per capita	8,711 kJ per day (2003)	Imports	Machinery, vehicles, petroleum, chemicals, metal products, foodstuffs, textiles
Capital	Maputo	Health care	1 doctor / 16,667 inhabitants	CO₂ emissions	0.1 tonnes per inhabitant (2003)
Religion	Christianity 42%	(2002) Vaccination rate	72% (2003)	Energy consumption	624 kg carbon equivalent per inhabitant (2002)
	Islam 18%	Employment in agriculture	82.6%	Energy balance	0% surplus or deficit (2002)
	Ethnicity	Employment in industry	8.2%		
	Makua 47%	Employment in services	9.2%		
	Tsonga 23%	Purchasing power (GDP) per capita	€1,117		
	Chichewa 12%	Growth in GDP 1990-2003 per capita	4.6% per year		
	Shona 11%				
	Yao 4%				
Birth rate	35 births / 1,000 inhabitants				
Mortality rate	21 deaths / 1,000 inhabitants				
Infant mortality rate	129 deaths / 1,000 births				
Life expectancy	31 years				

sanitation through schools and capacity development. It is also involved in the introduction of cheap technology by Connect International, another prominent Dutch organisation active in the north of Mozambique. Since 2006, Connect International has been implementing a programme for community development, supported by the Ministry of Foreign Affairs, which focuses on water and sanitation in Tanzania, Zambia and Mozambique (the TAZAMO programme). In Mozambique this takes place in cooperation with the local organisation Ajude de Desenvolvimento de Povo para Povo (ADPP), which has set up local workshops and introduced hand-bored and dug wells, rope pumps, water filters and platforms for latrines.





Mozambique

Peter van den Horn

Who?

Peter van den Horn (41) is a drinking water expert and country director in Mozambique for Vitens Evides International B.V. He lives in the capital Maputo and works in nine cities throughout the country.

What kind of company is Vitens Evides International?

Vitens Evides International B.V. (VEI) is a subsidiary of the two largest drinking water companies in the Netherlands, Vitens and Evides. VEI is helping to improve the water supplies to more than 20 million people in developing countries around the world. We support drinking water companies on a 'non-profit' basis in nine cities with more than a million inhabitants. The focus lies on transferring knowledge and introducing standard working procedures. We help water companies to become more professional and financially independent. We also help with fund-raising and managing investment projects to improve drinking water infrastructure. At the end of 2004 VEI began cooperating with FIPAG, an independent government body that is responsible for improving urban drinking water supplies in Mozambique.

What is your position?

I am the country director for VEI. In 2004 I started setting up activities in four cities and building the relationship with the umbrella organisation FIPAG. VEI has expanded further and I now coordinate activities at national level.

How important is VEI's work?

Our task is to ensure that all investments in the drinking water infrastructure are sustainable. We help companies to manage and maintain existing and new infrastructure properly, so that the public can also have access to reliable drinking water in the future.

Can you give any successful examples?

The cooperation between VEI and FIPAG is seen as a good example, not only in Mozambique but also further afield. One of the important factors for success is that VEI is a 'non-profit' organisation. One example of our success is that, in the four southern cities, where VEI started in 2004, the water companies have progressed from being financially un-sound to cost-effective in terms of management and maintenance. The level of education and knowledge has improved measurably. As a consequence drinking water supply was not an issue in the municipal elections in 2008.

How is your project related to MDG 7?

Thanks to the support provided by VEI more than 250,000 people in Mozambique now have access to reliable drinking water, while the supply has improved for around 200,000 existing clients. More importantly, our efforts guarantee the supply of drinking water in the future by ensuring professional and cost effective management and maintenance.

What are your expectations? Will MDG 7 be achieved in Mozambique?

Our objective, to halve the number of people without access to safe drinking water, is extremely ambitious, especially in terms of sustainability. More public water companies around the world should take action. Solutions are particularly needed for rural areas. Hand pumps, for example, can better be maintained by urban drinking water companies, although responsibility for management should remain at local level.

What would you do differently if you were the Minister for Development Cooperation?

I would make more use of the available knowledge, for example, that of Dutch and foreign water companies. And I would be more inclined to see them as partners than contract parties. Transfer knowledge in practice and limit the volume of written advisory reports. Development cooperation must be demand-driven.

Is there anything else you would like to say?

Change processes take a long time, so support programmes involving local and Dutch partners work better than short-term projects. Of course, clear agreements need to be made about the degree of support, depending on the speed of the development process and local demand.

Text: Peter van den Horn
Photo: Peter van den Horn

5.4.6

Conclusions MDG 7

Progress is being made around the world in achieving MDG 7C. The results for drinking water are reasonably promising, but are much less positive for sanitation. In addition some areas are lagging behind, including large parts of Africa, especially the fragile states, and South and East Asia, especially in rural areas.

The Netherlands is making a tangible contribution to MDG 7C with the 50 million target. From 2007, Dutch direct investments have started to produce concrete results in the form of access to drinking water for 3.1 million people and sanitation for 3.2 million people. On the basis of general budget support and central contributions to multilateral institutions 5.7 million people had acquired access to drinking water and 6.8 million to sanitation by the end of 2008.

These real contributions to the achievement of MDG 7, target 7C, and the 50 million target are the result of close cooperation between the government, civil organisations and companies in the Dutch water sector. The Schokland agreement and the functioning of the WASH secretariat are illustrations of these contributions.

Although the Netherlands focuses on concrete outputs, this has not in practice meant that the results chain in a broader sense has been forgotten. Especially in countries where there is a focus at sectoral level on legislation, policy development and planning, strengthening organisations and institutional development. In addition, civil society partners in particular play an important role in capacity and institutional development.

Nevertheless the conclusion of the results in development report for 2005-2006 must be repeated: the results of the Netherlands' input are good but, like those of other donors and partners, still fall short of the mark. For this reason, the Netherlands is investing a lot in improving the funding, coordination and monitoring of MDG 7C at global level.



MDG 8

A global partnership for development

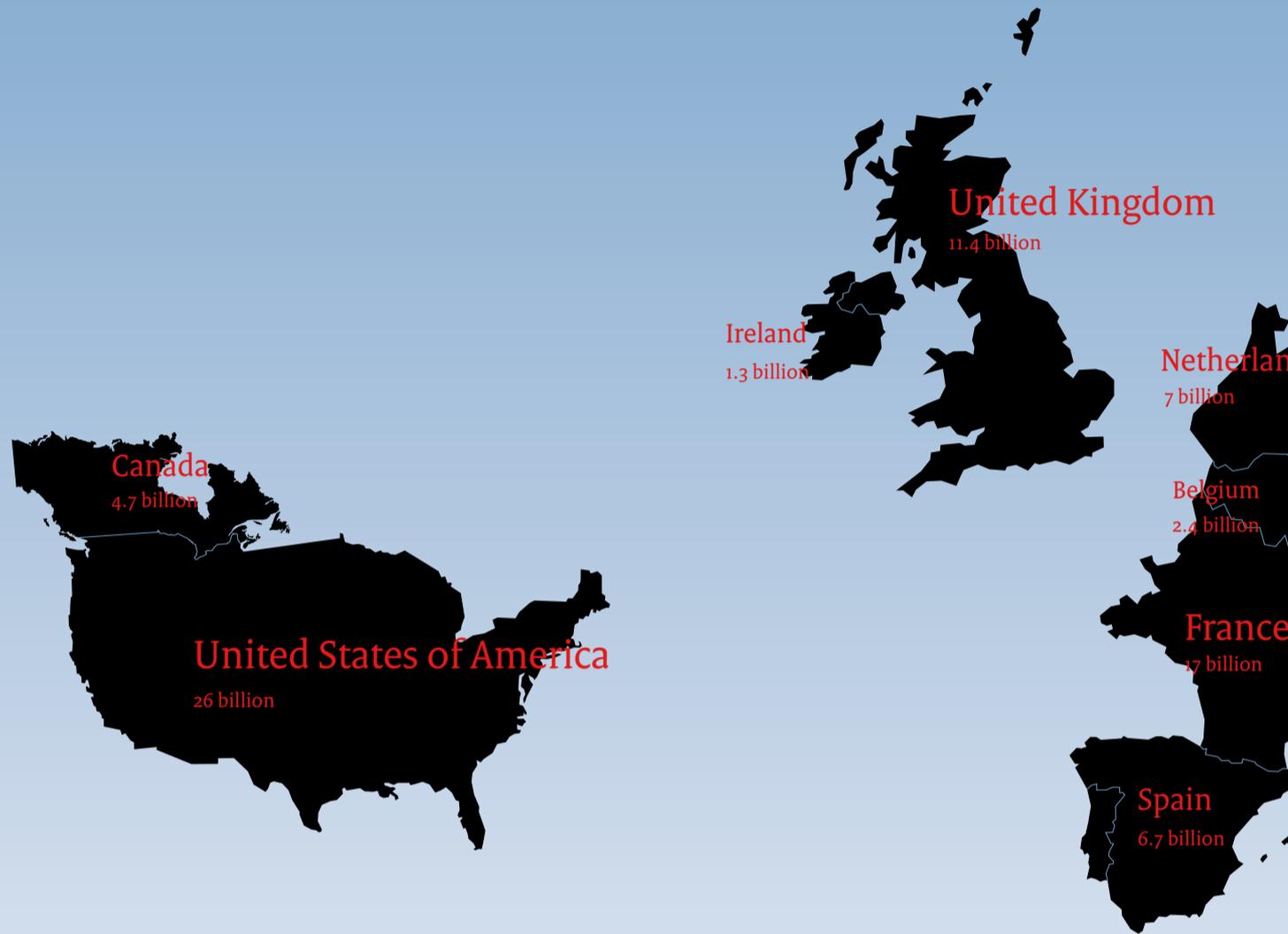


6.1 Introduction	178	6.6 Environment and sustainable development	191
6.2 The broad agenda for development cooperation: aid and coherence	180	6.6.1 Introduction: a sustainable living environment	191
6.3 The input and effectiveness of aid	181	6.6.2 National policy: high ambitions	191
6.3.1 Input	181	6.6.3 International energy policy: greater coherence	191
6.3.2 The effectiveness of Dutch aid	183	6.6.4 International climate policy: turbulent weather for poor countries	192
6.4 Access to the global market	184	6.7 Access to affordable medicines	193
6.4.1 Introduction: a fair trade system	184	6.7.1 Introduction: medicines for the poor	193
6.4.2 The Doha round in the WTO	186	6.7.2 The Netherlands' input: greater availability for developing countries	193
6.4.3 Generalised System of Preferences	186	6.8 Access to new technologies	195
6.4.4 Free trade agreements	187	6.9 Partnerships	197
6.4.5 Rules of origin	187	6.9.1 Partnerships	197
6.4.6 Aid for Trade	187	6.9.2 Sustainable chains	197
6.4.7 Non-trade concerns: from environment to labour standards	188	6.9.3 Corporate social responsibility	198
6.4.8 Common Agricultural Policy	188	6.9.4 Schokland agreements	198
6.5 Debt relief	189	6.10 Conclusions	204
6.5.1 Debt cancellation: more and more countries relieved of the burden	189		
6.5.2 Preventing unsustainable debts	190		

MDG 8: Global cooperation

Budget for development aid

Total: \$ 119 billion

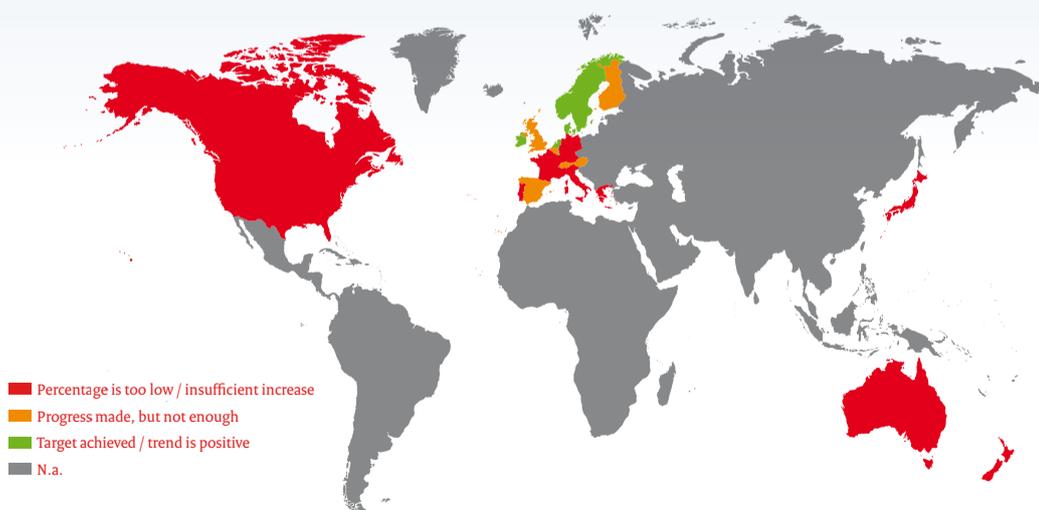


10 billion US dollars

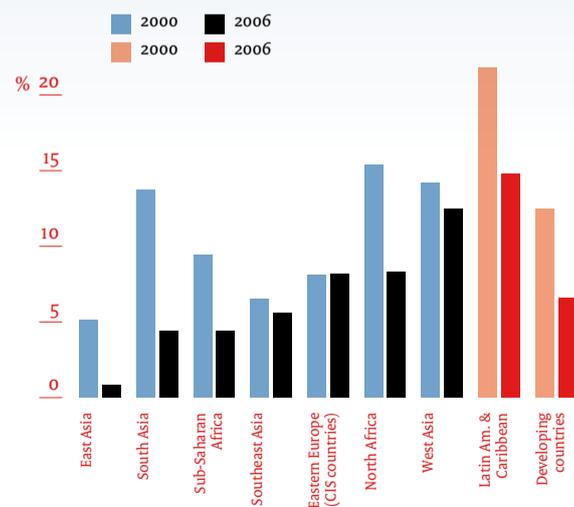
The size of each country is proportional to: the scale of their budget for development aid (Official Development Aid)

EUROPE
76 billion

Will countries achieve the goal of reserving 0.7% of their Gross National Product for development cooperation?



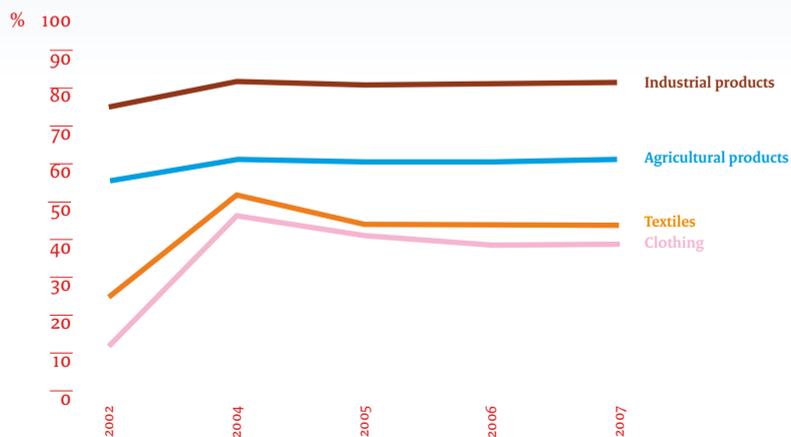
Debt servicing (payment of principal and interest) as a percentage of exports, 2000-2006 (Source: UN, Millennium Development Goals Report, 2008)





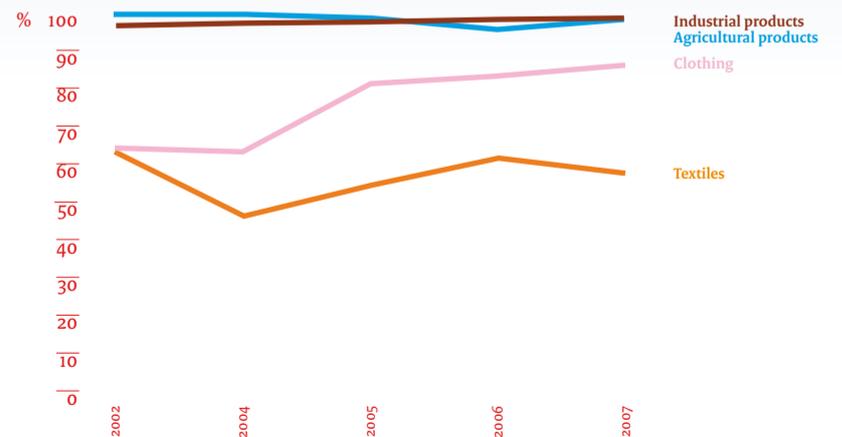
Percentage of EU imports from developing countries with tariff-free market access (in %)

(Source: <http://www.mdg-trade.org>)



Average import duties imposed by the European Union for imports from the Least Developed Countries

* the 50 poorest countries
(Source: <http://www.mdg-trade.org>)



6.1

Introduction

The previous chapters focused on the input and results achieved in the partner countries. The Millennium Development Goals are in the first instance aimed at developing countries and these countries bear the main responsibility for achieving them. The developed countries contribute to this effort but are also obliged – under MDG 8 – to foster a global partnership for development. To that end MDG 8 contains a number of targets aimed at, for example, more and increasingly effective development aid, fair trade, debt relief, and access to affordable medicines and new technologies. With these targets the developed countries aim to create an international environment that supports the efforts of developing countries to achieve MDGs 1 to 7. The input and results of the MDG 8 targets therefore relate in the first place to the Dutch and international context.

The most recent Dutch report on MDG 8 was published in 2006.¹ It also briefly addressed the progress made in pursuing MDGs 1 to 7. These issues are now discussed in the respective chapters of this report. An exception to this is a number of targets in the field of environment and sustainable development (MDG 7), which relate to Dutch aid in the national and international context. These targets will be discussed in this chapter rather than in chapter 5, which deals with environmental issues in the partner countries. Most MDG 8 topics are part of the ‘coherence agenda’ for development cooperation, which means that all policy decisions take account of the possible impact on poverty in developing countries. A detailed report on this issue, the Progress Report on Devel-

opment Cooperation Policy Coherence was presented to the House of Representatives of Dutch parliament in July 2008.² In addition to the MDG 8 issues referred to above the report also addressed themes like migration and security. As the progress report was published only recently these themes are not addressed again in this chapter.

Lastly, one of the MDG 8 targets relates to the special position of landlocked and small island states. As the Netherlands does not have a specific policy for these countries, they will not be explicitly addressed in this report, other than in table form.

The text box gives an overview of all MDG 8 targets and the relevant MDG 7 target that relate to Dutch efforts in the national and international context. The subjects addressed in this chapter are directly or indirectly linked to the targets mentioned above. They are, in order, broader coherence, aid and effectiveness, trade and subsidies, debt relief, environment and sustainable development, access to affordable medicines, access to new technologies, and partnerships with the private sector and civil society organisations.

As far as possible, the analysis of each of these topics will be supported by quantitative target figures and indicators. Many of the inputs aimed at achieving MDG 8 (such as influencing policy, international negotiations or lobbying) do not however always produce directly quantifiable results. The results chain is often too long to enable a feasible estimation of the impact.

For a number of topics, therefore, the emphasis will lie on a more qualitative analysis of input and results. Where possible, case studies will be used by way of illustration.

A large number of civil society partners are involved in the global partnerships for development. Although attention is devoted to them in each of the sections on the targets and in a separate closing section, the picture is by no means complete. The number of partners and businesses involved is simply too large.

Total expenditure from the budget for development cooperation on the various MDG 8 topics is shown in figure 6.1. The largest contribution comes from the bilateral budget and consists of central expenditure by the Ministry of Foreign Affairs in The Hague.

1 Parliamentary papers 2005-2006, 29234, no. 46, 17 March 2006
2 Parliamentary papers 2007-2008, 29234, no 61, 25 March 2008



Millennium Development Goals that are addressed in this chapter:

MDG 8: Develop a global partnership for development

Target 8a:

Develop further an open, rule-based, predictable, non-discriminatory trading and financial system. Includes a commitment to good governance, development and poverty reduction – both nationally and internationally.

Target 8b:

Address the special needs of the least developed countries. Includes: tariff and quota free access for the least developed countries' exports; enhanced programme of debt relief for heavily indebted poor countries (HIPC) and cancellation of official bilateral debt; and more generous ODA for countries committed to poverty reduction.

Target 8c:

Address the special needs of landlocked developing countries and small island developing states.

Target 8d:

Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term.

Target 8e:

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

Target 8f:

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

MDG 7: Ensure environmental sustainability

Target 7a:

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

Figure 6.1 Expenditure for MDG 8 per channel (millions of euros)

(Source: Ministry of Foreign Affairs (FEZ))



6.2

The broad agenda for development cooperation:

aid and coherence

The global partnership envisaged in MDG 8 embraces a coherent agenda aimed at creating an international environment in which developing countries have space to develop. That environment has been dominated in recent decades by the process of globalisation. The policy memorandum *Our Common Concern* observes that this process makes the world smaller and richer, but also less equal.³ Access to the global market has enabled hundreds of millions of people, especially in Asia, to escape from poverty, and thereby brought achievement of the MDGs closer. At the same time it is becoming increasingly difficult for those who lag behind to catch up. Globalisation creates space for growth, but requires international cooperation to create equal chances and to allow the poorest to share in the benefits. That will require in particular an effort to achieve social and environmental sustainability, as emphasised in the Social and Economic Council's 2008 advisory report on Sustainable Globalisation.⁴

Dutch development cooperation is explicitly embedded in a broad globalisation strategy which devotes attention not only to aid policy but also to international measures in a wide range of areas including security, environment, trade, finance, agriculture and migration. The recent international crises have once again exposed the vulnerability of developing countries to external instability.

The international architecture will have to be strengthened to offer them protection and opportunities. That calls for continual assessment of the possible impact of measures taken in all areas of international policy on poverty in developing countries. This is mostly referred to as development policy coherence.

Ministries and civil society partners have an important role to play in this broad globalisation strategy. In its Government Agenda for 2015 the whole government committed itself to achieving the MDGs. This gave a new momentum to targeted Dutch efforts to achieve development policy coherence in

2007-2008. In addition to the results of the individual coherence dossiers, it can generally be concluded that the Netherlands is taking the lead in terms of development policy coherence. In December 2008, for the fourth time, the Netherlands headed the annual Commitment to Development Index published by the independent Center for Global Development in Washington. The index assesses the policy of the rich countries in relation to developing countries in seven areas of policy. It gives scores for the scale and quality of the aid effort and performance in trade, investment, environment, security, technology and migration.

The Netherlands scored high not only on the scale and quality of its development aid, but also in environment, investment, trade and security. The Netherlands' contribution to peace operations, cooperation with the private sector in developing countries and climate policy also received a positive assessment. There were a number of points of criticism, such as the relatively low number of students from developing countries studying in the Netherlands, the high (European) import duties on agricultural products and high emissions of greenhouse gases.

The 2006 DAC Peer Review also concluded that the Netherlands has built up a strong framework for development policy coherence.⁵ Ministries work together effectively on shared issues and new EU proposals are systematically screened for development relevance.

Although progress has been made in recent years in a number of areas relating to MDG 8, the contribution of the international community still falls short. The Netherlands attaches great importance to sustained and intensified international cooperation aimed at achieving the MDGs, especially at this time of crisis. It continues to be necessary to invest in stability, security, sustainability and economic development in the poor parts of the world. That is why it is important to form

coalitions, not only between ministries, but also with civil society partners and the private sector.

The government's project *Getting Closer to the Millennium Development Goals (Project 2015)* is therefore aimed at strengthening the joint Dutch effort to help those who are falling behind in achieving the MDGs. On the basis of consultations with civil society, the private sector and experts from at home and abroad, joint areas were identified in which existing efforts and results can be improved. That entails new forms of cooperation and innovative approaches in both the Netherlands and developing countries. This project resulted in the Government Agenda 2015 and the Schokland Agreements.

³ *Parliamentary Papers 2007-2008*, 31250, no. 1, 16 October 2007

⁴ *SER advisory report 'Sustainable Globalisation: a world to be won'*, 20 June 2008

⁵ *OECD Development Assistance Committee, Peer Review of the Netherlands, OECD 2006*



6.3

The input and effectiveness of aid

6.3.1

Input

The scale of aid: the Netherlands takes the lead

In recent years, the Netherlands has continued to meet the UN standard, set in 1970, of devoting at least 0.7% of Gross National Income (GNI) to official development aid (ODA). In 2006 and 2007 the Dutch contribution was 0.81%. The current government has also adopted the pledge made by one of its predecessors in 1997 to devote 0.8% of GNI to the development aid budget. The surplus of 0.01% in 2006 and 2007 compensates for the lower ODA percentage in 2004, when India paid off its outstanding ODA debts in one go.

As in the past, of the other OECD/DAC members, Norway, Denmark, Luxembourg and Sweden devoted more than 0.7% of their GNI to development aid in 2006 and 2007 (see the table in the appendix). In 2007, the average for all OECD/DAC countries was 0.28%. Since 2000 this percentage has fluctuated between 0.22 and 0.31%. In 2005 EU member states agreed as a group to gradually increase the scale of their official development aid to 0.7% in 2015, with a collective interim target of 0.56% in 2010. Individual EU member states, with the exception of the new member states, are aiming for an interim target of 0.51% in 2010. Some countries, including Austria, Germany, Ireland and Spain, have achieved a consider-

able increase in recent years, but others have made too little progress up to and including 2007. At the UN conference Financing for Development in Doha in December 2008, the Dutch government urged other rich countries to honour their pledges regarding their development budgets and to indicate clear time-paths for achieving them.

Table 6.1 De official scale of the aid (ODA) (Source: OECD DAC)

	1990	1995	2000	2004	2006	2007
1. Net ODA total as percentage of GNI	0.92	0.81	0.84	0.73	0.81	0.81
2. Net ODA to least developed countries as percentage of GNI	0.30	0.23	0.21	0.27	0.21	0.24
3. Percentage of total bilateral, sectoral ODA for basic social services (primary education, primary health care, nutrition, safe drinking water and sanitation) *	11.70	19.80	23.00	18.10	38.5	...
4. Percentage ODA to landlocked countries	14.20	18.30	14.50	21.40	14.80	14.70
5. Percentage ODA to small island states	4.70	4.10	2.10	1.90	1.60	3.20
6. Percentage multilaterale ODA of total net ODA	27.80	30.40	28.50	36.50	21.50	25.40
7. Percentage untied bilateral aid	55.50	78.90	95.30	86.80	96.00	95.00

* Data on basic social services refer to average annual commitments over the two-year period

Aid to the least developed countries

Since 2007 the Netherlands has had 40 bilateral partner countries (see the appendix for a complete list). These countries are divided into three profiles: a) accelerated achievement of the MDGs; b) security and development and c) a broad relationship. In addition to the main aim of sustainable poverty reduction, there is a separate target for Dutch bilateral aid that at least half of the total must go to Africa (19 partner countries are in Africa). This target was achieved in 2007. Of the 40 Dutch partner countries, 18 are classified as least developed countries and seven as other low-income countries.⁶ In 2007 Dutch ODA to the least developed countries was 0.24% of GNI, well above the UN target of 0.15%. The Netherlands has no specific policy for landlocked countries and small island states in development, but 14 partner countries are landlocked and one is a small island state.

Basic social services

Basic social services like education, health care and water have long been priority themes in the Netherlands' efforts to help countries achieve the MDGs. As table 1 shows, there has been a rising trend in this respect since the 1990s. In addition, the average percentage of bilateral, sector-related ODA destined for basic social services has been well above 20% since 2000. In recent years, the trend has been less clear as a result of donor commitments for specific activities, which tend to be multiyear in character and therefore

fluctuate widely. In 2003-2004, for example, the percentage fell temporarily to 18.1 as a result of a low level of commitments, largely in the education sector. The years that followed compensated for this drop, with commitments in 2005 and 2006 at a much higher level (38.5%).

Multilateral aid

The multilateral channel – providing aid through the UN and the international financial institutions – is seen as an effective way of contributing to the implementation of Dutch development cooperation. In many multilateral development organisations, the Netherlands is one of the most influential actors. This is not only because of its considerable financial contribution, but also its active input in policy. In July 2008, for example, the Netherlands organised a conference on the future of the World Bank, thereby making an important contribution to the current debate on the Bank's strategy, in particular its role in fragile states, the global climate dossier, and involvement of the private sector. In addition, in 2007, the Netherlands was the largest donor to UNFPA and UNAIDS, and in 2008 the second largest donor to UNDP (in terms of non-earmarked contributions).

On average the OECD/DAC countries spend around 25% of their ODA through the multilateral channel. In 2007 Dutch multilateral ODA was 25.4% of total net Dutch ODA. This is a rise of almost four percentage points compared to 2006 and

is equal to the average of 25% between 2004 and 2006. The rise in 2007 was primarily the consequence of higher expenditure through the EU and multilateral development banks and funds.

Untying aid

The Netherlands has taken serious steps to implement the 2001 agreement to untie aid to the least developed countries. The Development-related Export Transactions programme (ORET) was modified in 2005 with the introduction of a tied and an untied variant, with all least developed countries falling into the latter category. The Netherlands has also been active in advocating the untying of food aid. The percentage of untied aid is now at a high level, rising from 86.8% in 2004 to 96% in 2006 and 95% in 2007. The slight fall in 2007 compared to 2006 can be attributed to new reporting agreements introduced in the OECD/DAC in 2008. Under the old calculation method it would have been 99%.

Table 6.2
2007 scores¹ on the Paris indicators for Dutch aid to 29 partner countries / per profile² (situation at 1/12/08)
(millions of euros) (Source: Ministry of Foreign Affairs (DEK/HI), 2009)

Profile ⁵	INDICATORS									
	3 % in budget	4 % Coord. TA/cap	5a % use PFM	5b % use Proc.	6 no. PIU's	7 % Predict.	8 % Untied	9 % PBA	10a % Coord. missions	10b % Coord. CAW's
1	66	77	64	90	5	59		73	54	59
2	37	28	35	5	1	47		36	61	64
3	51	55	37	68	8	28		52	45	23
Total	56	54	59	75	14	49	100 ³	63	53	50
Target ⁴ for 2010	85	50	79	85	23	76	>95	66	40	66

■ 2010 target achieved or very nearly achieved
■ 2010 target feasible with extra effort
■ 2010 (probably) not feasible

1 Sources: Country chapters placed on OECD website. For two countries (Mongolia, Nicaragua) definitive country chapters had not yet been placed. The data for these countries were taken from earlier drafts. The total figures are taken from the 2008 Survey on Monitoring the Paris Declaration (OECD/DAC, 2008).
2 Profile 1: 17 partner countries; profile 2: 6 partner countries; profile 3: 6 partner countries.
3 According to OECD/DAC survey. According to own data, see table 1.
4 Calculated for the Netherlands (own calculation using 2005 as the base year).
5 See introduction for explanation



6.3.2

The effectiveness of Dutch aid

The High Level Fora in Paris and Accra

The effectiveness and result-orientation of aid are at the centre of the Dutch development policy agenda. At the same time it is important to be realistic about what a donor like the Netherlands can achieve on its own. It is crucial that the responsibility for development stays where it belongs: in the developing country itself. Donors should take that as their starting point. That is the core of the 2005 Paris Declaration on effective aid, which was subjected to an interim progress evaluation in Accra in September 2008. The Paris Declaration calls for better cooperation to make it easier to identify the contribution that aid makes to the development of countries and societies. Ultimately, it is the combined results that are achieved in the partner countries that count.

Partly thanks to the efforts of Great Britain, the European Commission and the Netherlands, the High Level Forum in Accra reconfirmed the principles agreed in the Paris Declaration, but also pinpointed the necessity of accelerating implementation on crucial points, such as the use of local systems, predictability, the division of labour among donors, transparency and accountability.

The content of the agreements made in Accra are not new: various forerunners – including the Netherlands – were already experimenting or working regularly with the elements they contained. What is new is that so many players in the world of development cooperation – both partner countries and bilateral and multilateral donors – have signed these far-reaching agreements and are now accountable for carrying them out. One important step forward at Accra was that non-traditional donors like China and representatives of civil society organisations also consented to the text of the Accra Agenda for Action.

Research: is Dutch aid effective?

In recent years, there have been a series of studies to assess the effectiveness of Dutch aid. In the 2006 DAC peer review the Netherlands received considerable praise from its fellow donors for the quality of its development policy, for continually maintaining an ODA level of 0.8% of GNI, the attention it pays to quality and effectiveness in development cooperation, its use of innovative approaches and its strategy on humanitarian aid. The assessors indicated that the input targets can make the internal process more complex and, perhaps more importantly, undermine ownership in the partner countries, where the wishes and ideas of the recipient should take precedence.

In 2008, in the run-up to Accra, a survey was made of the extent to which developed countries were implementing the agreements in the Paris Declaration. The questionnaire on Dutch aid was filled in by 29 participating partner countries. The Netherlands scored well in the survey (see table 6.2), above average in almost all of the indicators. The Paris targets for 2010 have already been achieved, or as good as achieved, for five of the ten indicators: coordinated technical cooperation on capacity development, avoiding parallel project implementation units (PIUs), untying aid, applying a programme-based approach (PBA), and conducting joint field missions. On three indicators, the Dutch score was well below the Paris target for 2010: the extent to which aid is incorporated into the budget of the partner country, the use of local systems for public finance management (PFM) and the predictability of aid.

In preparation for Accra a broader evaluation of several donors was also conducted. The Dutch case study for the evaluation concluded that the Netherlands had played a leading role in the relevant fora in shaping the international agenda

for aid effectiveness.⁶ The Netherlands also scored well on actual implementation. By adapting rules and instruments, supporting staff through direct training and advice, and setting up the Effectiveness and Quality Department in 2005, the Netherlands made sure that the effort to increase the effectiveness of aid was firmly anchored in the ministry's organisation. The headquarters in The Hague and the embassies have sufficient qualified staff to implement the Paris Declaration. The decentralisation and delegation of competences to the missions emerged as a factor for success in the study, because the greater autonomy allowed them to be more effective in their dialogue with the partner countries.

Yet, even for a 'front runner' like the Netherlands, there is still much that can be done. The scores in the survey show that, in respect of for example the use of country systems, predictability and transparency, there is room for improvement.

⁶ Kosovo is not included as it does not yet have DAC status

⁷ Ahead of the crowd? The process of implementing the Paris Declaration. Case study: the Netherlands, IOB, December 2007.

6.4

Access to the global market

6.4.1

Introduction: a fair trade system

An important contribution to achievement of the MDGs can be made by an open and fair system of trade within which developing countries – and especially the least developed countries – have the opportunity to participate in the growth of global trade. Indicators for this MDG are the level of tariffs and quotas, especially for products that are important for developing countries, such as agricultural produce, textiles and clothing. Trade-distorting subsidies for agricultural products in developed countries threaten the export prospects of developing countries. Table 6.3 shows the development of the indicators for the Netherlands (in many cases the EU) in recent years (the figures for 2007 and 2008 are not yet available).

Trade policy is the responsibility of the European Commission. The Netherlands' contribution therefore runs to a large extent through Brussels. The results of Dutch efforts in this area are difficult to identify because they largely relate to shifts in joint European positions.

In the past ten years there has been a gradual fall in European tariffs on imports from developing countries. The market access of the least developed countries in particular received a significant boost through the Everything But Arms initiative. As of 2008, completely free access to the market has been extended to ACP (Africa, Caribbean and Pacific) countries which have signed an Economic Partnership Agreement (EPA). Reform of the Common Agricultural Policy has contributed to a development whereby European agricultural subsidies now have less of a distorting affect on trade for developing countries. A more substantial break in the trend depends on successful completion of the Doha round.

Lowering tariffs and trade-distorting subsidies should preferably occur within the multilateral negotiations at the WTO. Developing countries – and least developed countries in particular – can then take advantage of special and differentiated treatment. Section 6.4.2 describes the developments around the Doha round. The economic success of some regions has increased the differences between and within countries in the past fifteen years. That calls for a tailor-made approach to the multilateral trade liberalisation process and the rules relating to it. Multilateral agreements can be supplemented by granting developing countries far-reaching trade preferences or allowing them to benefit from asymmetrical free-trade agreements (in which the rich countries open their borders while poor countries and countries in transition are permitted to close them temporarily to protect their local markets).

Such preferences only have an impact in practice if they are accompanied by less strict rules of origin regarding the countries where products come from. The contributions of the Netherlands and Europe in this respect are examined in sections 6.4.3 (Generalised System of Preferences), 6.4.4 (Free-trade agreements) and 6.4.5 (Rules of origin). For the poorest countries in particular, access to markets alone is not enough and needs to be complemented by support for the supply side of the economy (section 6.4.6 Aid for Trade). Lastly, section 6.4.7 examines increasingly important non-trade concerns, such as the way in which a product is created. Section 6.4.8 looks explicitly at the EU's Common Agricultural Policy.



Table 6.3 Trade and subsidies (Source: Indicator 1-5: MDG 8 trade statistics database WTO/UNCTAD/ITC; Indicator 6-8: OECD, WTO)

Indicators	1990	1996	2000	2002	2004	2006
Percentage of EU-imports with tariff-free market access, excluding arms, from:						
Developing countries	-	51.6	64.6	70.6	80.2	81.4
Least developed countries	-	94.6	97.8	96.6	95.9	97.9
Average EU tariff on agricultural products from:						
Developing countries						
- MFN (Most Favoured Nations)	-	16.9	13.7	14.4	15.0	13.6
- Preferential	-	13.5	12.0	12.4	12.0	10.4
Least developed countries						
- MFN	-	7.2	4.7	4.7	4.9	4.8
- Preferential	-	3.1	3.0	1.9	2.4	1.9
Average EU tariff on textile products from:						
Developing countries						
- MFN	-	8.1	7.2	7.1	6.8	6.9
- Preferential	-	5.9	5.4	4.7	3.2	3.6
Least developed countries						
- MFN	-	6.4	5.6	6.3	6.2	6.4
- Preferential	-	0.0	0.0	0.1	0.1	0.1
Average EU tariff on clothing from:						
Developing countries						
- MFN	-	12.8	12.1	12.0	11.7	11.7
- Preferential	-	9.8	9.4	9.0	6.0	5.9
Least developed countries						
- MFN	-	12.9	12.3	12.1	11.9	11.9
- Preferential	-	0.0	0.0	1.2	1.2	1.2
Support for agricultural producers within the EU as percentage of GNP *	2.1	1.5	1.3	1.3	1.3	1.1
Support for agricultural producers within the EU in millions of euros *	98.6	106.2	109.2	121.5	135.2	125.0
Percentage of total bilateral, sector-oriented ODA destined for capacity development relating to trade policy				0.2	0.8	1.3
Percentage total bilateral, sector-oriented ODA destined for development of trade capacity				2.5	2.6	3.8

* Figures from 2004 relate to the EU with 25 member states; before 2004, they are for the EU with 15 member states. Figures for 2006 are provisional.

6.4.2

The Doha round in the WTO

In recent years, the Netherlands has made an active contribution to policy discussions and determining the standpoint of the EU at the WTO talks. Since the WTO's ministerial meeting in Hong Kong in December 2005, progress in the Doha round has been disappointing. After a temporary formal suspension of the negotiations, WTO director-general Pascal Lamy called a special ministerial meeting in July 2008 in Geneva to try and get the talks under way again. The ministers, however, failed to make a breakthrough, despite the fact that there was agreement on more than 90% of the issues within the G7. The European Commission supported the compromise proposed by Lamy.

The G20 meeting in November 2008 issued a strong political signal, against the background of a looming recession, about the importance of reaching agreement in the Doha round. Despite the constructive attitude adopted by Europe, it proved impossible to establish the modalities of an agreement in 2008. It is now important to consolidate on the progress achieved so far and to anchor the most recent documents issued by the chairs of the negotiating groups as robustly as possible as a basis for completing the round, as soon as the political climate allows.

Most Dutch civil society organisations that follow the WTO talks closely coordinate their activities through the Coalition for Fair Trade. Their common substantive principles are laid out in a 10-point plan 'Op weg naar een duurzaam resultaat in de WTO'.⁸ Many of these principles have found their way into the Netherlands' official standpoints. In addition to intensive contacts with parliamentarians and ministries, there was regular contact between Dutch civil society organisations and the Dutch delegation during the negotiations. Civil society organisations expressed their concern about the exclusion of ministers from African and many other developing countries from the negotiation process.

A successful conclusion to the Doha round would be of great significance for the developing countries. The fact that no definitive results were achieved in the period under review is therefore a setback for international efforts to attain the MDGs. In the coming negotiations, the Netherlands' main concern continues to be – where possible in consultation with developing countries – to seek a constructive solution to the impasse and to ensure that serious attention is devoted to the development dimension of this round of talks.

From a broader development cooperation perspective, the Netherlands has a number of ambitions in the Doha round, including:

1. ambitious market access for agricultural and industrial products, and addressing the issue of peak tariffs and tariff escalation;
2. accelerated abolition of all forms of export support for agricultural products, including tied food aid (completely phased out by 2013);
3. substantial reductions in trade-distorting, internal support for agricultural products, especially those of importance to developing countries (more rapid and ambitious for cotton);
4. a clear final date for complete access to the markets in all richer countries for least developed countries with the required capacity;
5. agreements on trade relief (more efficient customs processes) with feasible obligations for least developed countries and credible pledges for aid;
6. effective Aid for Trade programmes to support poor developing countries in implementing WTO regulations and strengthen their supply structures and economic infrastructure.

6.4.3

Generalised System of Preferences

The current regulation of the Generalised System of Preferences (GSP)⁹ was valid from 2006 to the end of 2008. Negotiations were therefore conducted in 2008 on a new GPS regulation for 2009-2011. The new regulation was approved by the European member states in July, enabling the EU to maintain preferential market access for a large group of developing countries in the coming years.

The structure of the GSP will remain unchanged in the coming period: the Everything But Arms initiative (which guarantees the fully tariff and quota-free import of all products for all least developed countries), the GSP+ (which guarantees the tariff-free import of a large group of products to countries that comply with a number of standards relating to human rights, environment and good governance) and the standard GSP (that guarantees preferential market access to developing countries). The products and tariff levels also remain unchanged. The new regulation does include – largely thanks to the efforts of the Netherlands – a new possibility for countries to be admitted to the GSP+ halfway through. This means that countries that meet the criteria can benefit from extra preferences more quickly.

Civil society organisations and the EPA negotiations

In 2007-2008, civil society organisations developed a broad variety of activities around the current Economic Partnership Agreement (EPA) negotiations. As well as influencing national policy and providing information for the wider general public, they also cooperated and coordinated their actions with fellow organisations in Europe. The British organisation Christian Aid and Both ENDS organised a pan-European meeting in Amsterdam at the end of 2006, which led to the setting up of an EPA 2007 network. In addition to the organisation of international days of action, much work has been done to develop shared standpoints and influence policy at the meetings of the EU council of ministers.

The fact that it is not only the most active groups in the Netherlands (Both ENDS, ICCO, Oxfam Novib, and SOMO) that devote attention to EPA can be seen from the broad support for letters to EU ministers. A letter on EPAs sent to the German presidency of the EU on 25 January 2007 was signed by a total of 188 European organisations, including 53 from the Netherlands.

In October 2008, ICCO published a report known as the Dialogue of the Deaf. The report presents views and experiences from developing countries on the EPA negotiations and concludes that the way the negotiations are conducted obstructs the process of regional integration between developing countries.

Dutch civil society organisations' cooperation with and support for organisations in Africa concerned with EPAs has contributed to wider recognition of the added value and expertise of these local players by African governments. In Europe, the EPA activities of civil society organisations have contributed to a more intensive involvement by individual member states in the negotiations and greater attention to the development objectives of the EPAs.



6.4.4

Free trade agreements

Because preferential treatment in the field of trade for ACP (African, Caribbean and Pacific) countries by the EU under the Lomé and Cotonou agreements is no longer permitted, the European Commission has been negotiating with them for some years on Economic Partnership Agreements. The negotiations on these free trade agreements reached a first decisive stage in 2007 and continued in 2008.

The Netherlands has continually urged that the necessary development dimension is incorporated in the agreements. The government has maintained close contacts with civil society organisations which are very active on this issue. The Netherlands has insisted on (i) asymmetrical agreements, in terms of both the degree to which the markets are made accessible and the period within which free market access is achieved for specific products, and where the EU should offer full tariff and quota free market access in advance; (ii) sufficient scope for ACP countries to be exempt from liberalising products that are important for their food security and development; (iii) simplification and relaxation of the rules of origin for products from ACP countries. When the negotiations made insufficient progress in 2007 the Netherlands urged strongly that none of the ACP countries should have less access to the European market as of 1 January 2008.

The Netherlands therefore supported the more pragmatic approach to the EPA negotiations envisaged by the Commission, under which interim agreements could be concluded for specific products. As a result practically all ACP countries threatened with less market access on 1 January 2008 signed interim agreements to ensure that their exports did not suffer.

The agreements appear to meet the WTO's boundary conditions, and the asymmetry envisaged by the Netherlands has in principle been achieved. In this way the EU can implement its offer of tariff and quota-free market access on 1 January 2008, while the ACP countries have up to 15 years to liberalise 80% of their imports from the EU. In addition, many products of importance to the ACP countries – especially agricultural produce – were exempt from the liberalisation agreements and the rules of origin for components were improved.

6.4.5

Rules of origin

The rules of origin applicable to products falling under preferential trade schemes can create problems, for example because the end-product may have been processed insufficiently in the country concerned to be eligible for tariff-free access. The closing statement of the WTO meeting in Hong Kong at the end of 2005 called for special attention to be devoted to this problem. The WTO member states were called upon to make their preferential rules of origin more transparent and simpler to make it easier for least developed countries to obtain market access. Although the European Commission launched various proposals to simplify European rules in 2007-2008, it unfortunately proved impossible to reach agreement on the basic principles of a new system. Under pressure from the Netherlands, however, it was decided that, when introducing the EPAs, the technical criteria for a small number of technical products would be relaxed. These products are important for the exports of the poorest countries, and include clothing, textiles and fish products.

6.4.6

Aid for Trade

Many developing countries, especially the poorer countries and in particular in Africa, will have to drastically improve the supply side of their economies, their infrastructure, economic policies, financial systems and business climate if they really wish to take advantage of the trading opportunities on the global market. Providing more aid to strengthen the trade capacity of the poorest countries is therefore an essential component of a successful, development-oriented trade package.

This Aid for Trade package must be complementary to the liberalisation agreements in the WTO. Developing countries need trade-related assistance and capacity development, but also support in strengthening their supply side and improving their economic infrastructure. In addition, they will need help in meeting the costs of trade-related reforms, such as loss of tax revenues through lower import tariffs and the costs of unemployment, re-training, etc. In October 2007, on the basis of recommendations by the General Assembly of the WTO, the European Union decided to make a joint contribution in the form of a European Aid for Trade strategy. The Netherlands supports the elaboration and implementation of this strategy, ensuring that account is taken of the wishes of developing countries.

According to OECD figures, the Netherlands was the fifth largest bilateral donor worldwide to Aid for Trade initiatives in 2006. It wishes to retain that role as a forerunner in Aid for Trade in the coming period and – where necessary – strengthen it. In the 2006-2008 period, the Dutch government reserved no less than 550 million euros annually for trade-related assistance, strengthening economic infrastructure and developing productive capacity. This must be maintained at least at the same level in the coming period, as Aid for Trade has an integral place within the core themes of Dutch development policy.

Capacity building through the WTO

The poorest and most vulnerable developing countries in particular have insufficient knowledge of the multilateral trade system. As a result they do not benefit enough from global trade. Through the Netherlands Trainee Programme, a total of 53 people from these countries were trained within the WTO between 2005 and 2008, with special attention being devoted to countries in Africa. The programme will be continued in the coming four years. In that period the Netherlands will contribute eight million euros to the WTO to train negotiators from the poorest developing countries, transfer target knowledge on the various areas of activity of the WTO system (including agriculture and increase the Dutch contribution to capacity development in food security).

6.4.7

Non-trade concerns: from environment to labour standards

The process of globalisation and the related increase in trade with developing countries means that products are available on the market in the Netherlands that have been made under conditions that are illegal or not considered socially acceptable here. This has led to social and political concerns about the effects of international trade on widely varying issues, such as public health, environment, labour standards, national security, cultural identity, food security and animal welfare. These social 'cares and values' play an increasingly important role in the debate on the international trade system and are often referred to as non-trade concerns (NTCs).

The basic principles of Dutch and European policy on NTCs are international cooperation and respect for sovereignty, together with the priorities of developing countries themselves. The main concern when applying trade instruments is that they must distort trade as little as possible.

The challenge is take account of such social cares and values, without compromising the opportunities for developing countries to benefit from the globalisation process. In anticipation of the formulation of the government standpoint that will be presented to parliament in 2009, a broad-based social dialogue on various non-trade concerns has been organised under the leadership of the Ministry of Economic Affairs. Meetings have been held to discuss specific issues in more detail, including animal welfare, sustainable biomass, labour standards and wood. A wide spectrum of stakeholders, including many non-governmental organisations, have taken part in this dialogue and contributed to policy development in the public sector and to trade policy, and to discussion of the possible roles that civil society and the private sector themselves can play. This has led to greater awareness and a better insight into these complex issues, which will be reflected in the process of determining the Netherlands' official standpoints.

In addition to its general policy and effort relating to NTCs the Netherlands has made an active contribution to widening and deepening the sustainability of European proposals relating to the energy and climate package (including renewable energy and CO₂ emissions), and the sustainable production and consumption package (including eco-labelling and sustainable public procurement).

6.4.8

Common Agricultural Policy

Agriculture is one of the main determinants of growth and development in the poorest countries and for achieving the Millennium Development Goals. Protecting the European market with high tariffs and trade-distorting subsidies for agricultural products in the developed countries often have a detrimental impact on farmers in developing countries. In recent years, significant reforms of the EU's Common Agricultural Policy (CAP) have made support for European farmers less trade-distorting, but total support for agricultural products remains high (see table 6.3).

In November 2007 the European Commission presented a Communication on the CAP Health Check, which can be seen as a precursor to the review of the EU budget. The Netherlands contributed to the Health Check by advocating the phasing out of the remaining trade-distorting elements, partly to do justice to the interests of developing countries.¹⁰ In addition the Netherlands argued for a stronger link between income supplements and the farmers' contribution to social values like landscape management and sustainable development. At the end of November 2008 the EU agriculture ministers reached political agreement on the Health Check. The agreement is an important step in the direction of further market orientation and the phasing out of the remaining trade-distorting subsidies.

The problems with market access for developing countries and competition with subsidised products on third markets are in practice focused on a number of specific products. Reform of the European market for sugar, initiated in 2005, continued in the period under review. As far as cotton is concerned, it is necessary to wait for the results of the Doha talks. The EU's common organisation of the market (COM) for vegetables and fruit was reformed in 2007; the export refunds and the production-related processing support will be phased out over a maximum period of five years.

To allow developing countries to take advantage of the opportunities offered by the CAP reforms, attention will have to be devoted in the coming period to further development of the agriculture sector in the countries themselves. More details of the Netherlands' involvement in this can be found in the policy document on agriculture, rural economic activity and food security, by the ministers for development cooperation and agriculture.¹¹ Together with Oxfam Novib and Cordaid, ICCO produced a written response to this document, with recommendations, prior to the general debate on it in parliament. The response called for an increase in the contribution from the development budget to the broad agriculture sector to a minimum of 10% of the total annual budget.

- 8 <http://www.eerlijkehandel.nl/images/stories/documenten/EerlijkeHandelFolder.pdf>
- 9 The GSP is a one-sided EU system of trade preferences that grants recipient countries tariff discounts or exemptions in specific product sectors, as long as they meet a number of criteria. The aim is to reduce poverty and promote sustainable development by fostering international trade.
- 10 Letter from the Minister of Agriculture, Nature and Food Quality, Parliamentary Papers 28625, no. 54, 10 December 2007 and Dutch priorities for a modern EU budget, Parliamentary Papers 31202, no. 24, 18 April 2008.
- 11 Letter to the House of Representatives giving details of Dutch input in relation to agriculture, rural economic activity and food security in developing countries, May 2008.

The export of pork to West Africa

Together with its partners and sister organisation EED and Aprodev, ICCO has drafted a briefing on the export of pork components from Europe, and from the Netherlands in particular, to West Africa.

At the end of November 2007 Europe introduced new export subsidies on pork and West African countries proved to have limited possibilities to protect their local markets. ICCO brought this to the attention of parliamentarians and civil servants. A mission to Cameroon by a team from the current affairs television programme Netwerk also drew attention to the problem.

Partly as a result of the briefing and the programme a number of questions were asked on this issue in parliament. ICCO also had an exchange of letters on the matter with the Minister of Agriculture, Nature and Food Quality. The letters were also sent to parliament.



6.5

Debt relief

6.5.1

Debt cancellation: more and more countries relieved of the burden

The number of heavily indebted countries has fallen considerably in recent years. Of the 41 countries with an excessive debt burden ten years ago, arrangements have been made for 33, under which the lion's share of their debts has been cancelled. This amounts to a total of 117 billion dollars.¹²

This is mainly due to the large-scale debt cancellation granted by the international community to 41 developing countries in the context of the Heavily Indebted Poor Countries Initiative (HIPC), which was launched in 1996 and, more recently, the Multilateral Debt Relief Initiative (MDRI), launched by the G8 in 2005 at Gleneagles. These initiatives covered all the foreign debts of this group of countries: debts at multilateral banks, bilateral debts and commercial debts.

So far, 23 countries have received debt relief through the HIPC and MDRI programmes, and another 10 are currently passing through the HIPC process. As a consequence of these initiatives, the interest and repayments paid by the central governments of these countries have fallen from an average of 5% of GNP in 2000 to 0.3% in 2008.

Although these are impressive figures, it is important to determine what impact the initiatives have had. It is a fact that expenditure on poverty reduction in the countries that have benefited from debt relief has grown from 7% to 10% of GNP in the past decade. The same tendency was discovered by studies that examined expenditure on education and health care. It remains difficult, however, to establish a direct link between debt relief and expenditure on poverty reduction. Many studies observe a positive effect, with the quality of

governance proving crucial for the effectiveness of the cancellation of debts in terms of development and poverty reduction.

Because debt relief is relevant for development, the costs of providing it are classified, according to international agreements, as official development aid (ODA). Some civil society organisations object to this, as it occurs at the expense of other expenditure on development cooperation.

As table 6.4 shows, the Netherlands has made a substantial contribution to international debt relief in past years. This includes not only contributions to the debt relief initiatives referred to above through the international financial institutions, but also to cancellation of part of its own bilateral debt portfolio.

Table 6.4 The Netherlands' contribution to international debt relief

Debt indicators for the Netherlands
(Source: OECD/DAC)

	DEBT INDICATORS FOR THE NETHERLANDS				
	1995	2000	2004	2006	2007
Debt cancellation as percentage of ODA	5.4	3.2	5.1	6.0	6.7
Debt relief to HIPC countries (% net ODA)	2.7	0.6	1.2

6.5.2

Preventing unsustainable debts

Together with the phasing out of unsustainable debts it is also crucial to develop instruments that prevent countries from getting into a similar situation again. The Netherlands is active in this respect and many civil society organisations also address issues of debt sustainability and responsible loan policies to prevent a recurrence of unsustainable debts.

In 2005 the World Bank and the IMF developed the Debt Sustainability Framework (DSF). The general principle of debt sustainability based on the DSF (no new large-scale credit to be granted to countries with unsustainable debts) is now applied by the IMF, the World Bank, the Paris Club and the OECD. The different organisations are trying to formulate basic principles that will aim to ensure greater transparency in providing credit, demand that creditors display responsible lending behaviour, and develop mechanisms that allow as clear a picture as possible to be formed of which countries have unsustainable debts and exactly how much credit they can deal with.

Attempts are being made to involve 'new creditors' like China and India, and commercial creditors, in this process, as debt cancellation and the policy on debt sustainability are most effective if all creditors participate. As a consequence of the DSF, the interest and repayment burden of the former heavily indebted countries is not increasing, and they are eligible for gifts and special loans.

During the presidency of the Netherlands, an important step forward was taken in this respect in the OECD. Early in 2008 the OECD's Export Credit Group adopted guidelines for a sustainable loan policy.¹³ The core of these guidelines is that creditors must take more account than previously of the debt position of developing countries in their export credit policies. In addition, loans above a certain specified minimum will have to be part of a national development plan. Organisations that provide export credit will also exchange better information with the IMF and the World

Bank, so that warning signals can be issued in good time, as soon as new credit threatens to result in unsustainable debt positions. This important decision was taken after almost two years of tough negotiations, on the initiative of the Netherlands, Sweden, the United Kingdom, Italy and Norway.

Applying the Debt Sustainability Framework and the principle of debt sustainability when providing credit to developing countries is still in its early days, but is undoubtedly the most important development in relation to the debt problem in recent years. The Netherlands has been one of the front runners since the start. In addition to applying the Debt Sustainability Framework, building expertise in developing countries to enable them to pursue an effective debt policy is another important aspect of debt sustainability.

The Netherlands therefore invests in capacity development for debt management by funding programmes provided by the World Bank, the IMF and UNCTAD. In 2008, the World Bank launched the Debt Management Facility, of which the Netherlands is one of the donors. One of the niches in this area is combating the activities of 'vulture funds', in which commercial parties buy up the debts of developing countries with the aim of cashing them in to the maximum through legal processes. The Netherlands supports initiatives to prevent such undermining activities from having any chance of success.

¹² *Heavily Indebted Poor Countries (HIPC) initiative and Multilateral Debt relief Initiative (MDRI) - Status of Implementation*. IDA and IMF, September 12, 2008

¹³ *ECD, Principles and Guidelines to Promote Sustainable Lending in the Provision of Official Export Credits to Low Income Countries*, 2008.



6.6

Environment and sustainable development

6.6.1

Introduction: a sustainable living environment

MDG 7, ensuring environmental sustainability, contains targets that apply to both developed and developing countries. The input and results achieved in developing countries are described in chapter 7. In addition, achieving all MDGs depends to an important (and increasing) extent on developed countries incorporating global sustainability in national policies and programmes and in international negotiations and multilateral agreements. This chapter examines the Netherlands' input and the results achieved in the international context, in particular in the fields of climate and energy.

6.6.2

National policy: high ambitions

The Netherlands has a special position in the international context. It is densely populated and has a specific economic structure, with many energy-intensive and agricultural companies. The transport density is high and mobility is expected to increase. That makes it relatively difficult to attain environmental objectives. Nevertheless, for some years now, it has achieved a complete separation of economic growth and environmental pressure for most emissions. Since European environment policy plays an important role in this respect, the government has strongly advocated an ambitious European environment policy that takes account of the global context.

In 2007 the Clean and Efficient: New Energy for Climate Policy Work Programme was drawn up.¹⁴ Through this work programme the government wishes to expedite the transition to a future with efficient and clean energy and achieve the ambitious goals for 2020 for emission reductions, efficient energy and the proportion of renewable energy. By implementing the programme, in combination with the planned purchase of emission rights abroad, the Netherlands expects to achieve the Kyoto goals for 2008-2012.

The current state of affairs is described in detail in the Monitor Duurzaam Nederland (Sustainable Netherlands Monitor), published in February 2009.¹⁵ Between 1995 and 2006, greenhouse gas emissions per person in the Netherlands fell by around 12%. Over the same period, energy-intensity fell by 19%, at a rate of energy saving per year of around 0.9%. The quantity of renewable energy increased by a factor of five between 1990 and 2007.

6.6.3

International energy policy: greater coherence

The Netherlands is committed to worldwide improvement of energy supplies to the poor. The government has reserved 500 million euros for sustainable energy in developing countries for the 2008-2011 period. The emphasis in the programming lies on improving coherence between international environment and climate goals and poverty reduction, and on access to energy from renewable sources. An example of coherence is the growth of the market for biofuels. For many developing countries higher commodity prices and the production of biofuels offer opportunities for development and employment, and increased energy security as oil prices rise. They benefit from an open European and global market for biofuels.

The recently concluded European agreements on the use of renewable energy to reduce greenhouse gas emissions and combat climate change are a significant step forward in this respect. The agreements focus on reducing greenhouse gas emissions, making the production of energy crops more sustainable and the possible indirect effects. The EU's aim is for 10% of the transport sector's energy needs to be covered by renewable energy by 2020. At least 40% of this must come from second generation biofuels.

This also offers developing countries an opportunity to produce biofuels for export. In recent years there have been concerns about the consequences of the rapidly increasing demand for biofuels, especially the impact on food security in developing countries, but also the effects on deforestation, conflicts about land rights, water consumption and the loss of biodiversity. It is important to devote attention to these risks in national and international energy policy.

On the basis of agreements within the EU, the Netherlands has set an interim goal for itself for the biofuel incorporation (4% by 2010). The Netherlands considers it unacceptable that its policy may have negative effects in other countries.

6.6.4

International climate policy: heavy weather for poor countries

To prevent this, it is advocating international agreements on biofuels, monitoring the indirect effects to allow adjustments to be made and production to be rendered sustainable.

To a large extent, the current agreements within the EU reflect the Netherlands' input. The EU directive on renewable energy sets hard conditions, while reporting obligations are being developed for the 'softer' conditions, which are either difficult to make 'hard' or conflict with WTO regulations.¹⁶ The Netherlands is prepared to help a number of developing countries to implement these conditions.

In a number of developing countries the Netherlands is conducting a policy dialogue and is supporting specific activities to increase sustainability, including developing special policy, capacity make production more sustainable, certification mechanisms and implementation capacity. These activities are partly being carried out together with partners from the private sector.

At the Climate Conference on Bali in 2007 the Netherlands supported the Bali Action Plan, which envisages an international agreement to combat climate change within the UN Climate Convention after the current Kyoto Protocol expires in 2012.¹⁷ The four main principles of the action plan are mitigation of the negative effects on the climate, adaptation to climate change, technology and financing. It was agreed that the poorer developing countries cannot be expected to reach CO₂ emission reduction targets, as their contribution to global emissions is so small. The consequences of climate change, however, increasingly make themselves felt in these countries. In the context of both emission reduction and adaptation to climate change, technology transfer and the availability of financing are crucial, while progress in these areas continues to be inadequate.

Mitigation of climate change

Climate change can only be combated effectively through worldwide emission reductions. That calls for ambitious targets, especially in the developed countries. The European Commission's energy and climate package incorporates the general European effort to reduce greenhouse gases. The EU took the first ambitious step in 2008 by committing itself to an emission reduction of 20% by 2020 by comparison with 1990, increasing to 30% if an adequate international climate regime is in place. The EU aims to play a leading role at the global climate negotiations in Copenhagen in 2009, which will make preparations for the successor to the current Kyoto Protocol after 2012.

A well-functioning global carbon market and trade in emissions are important for a cost-effective and efficient climate policy. Until now, this has not been sufficiently achieved. It is primarily the industrialised countries and emerging economies that trade in CO₂ emissions. That means that there is a large, as yet untapped potential for CO₂ reductions in poorer countries. Within the global partnership for development, the Netherlands is working to improve the accessibility of developing countries to flexible instruments for climate financing, including the Clean Development Mechanism (CDM), the European Emission Trading Scheme (ETS), a just division of emission rights and the prevention discriminatory trade measures.

Under the protection of the CDM an important system of emission trading has developed between industrial and developing countries. The Netherlands aimed to purchase a total of 100 megatonnes of CO₂ equivalents through the CDM and the Joint Implementation (JI). As a result of increased market activity, prices rose substantially and only 75 megatonnes could be purchased with the available budget. However, as a result of an increased reduction in emissions due to domestic measures, it is expected that no extra budget will be required. In 2008 the envisaged purchase target was nearly achieved. Within the CDM there are currently more than 4,000 projects in development, which are expected to compensate for almost three billion tonnes of CO₂ emissions.¹⁸ Depending on the final price of CO₂ emissions, the CDM is expected to generate a cash flow over 50 billion euros for developing countries.

The financing of international climate policy is receiving increasing attention from civil society organisations. Their main concern is that most market resources are going to emerging markets and are hardly reaching the poorest developing countries. In addition, these countries are not being given sufficient guarantees that CDM projects genuinely contribute to sustainable development in the countries where they are being implemented. Civil society organisations are aiming to ensure that the shortcomings of the CDM are solved within its possible successors after the Kyoto Protocol expires in 2012. For new emission trade systems – e.g. the successor to the ETS – they are calling for emission rights to be auctioned to companies. The proceeds of the auctions could be used to finance climate policy in developing countries. They consider income from emission rights and CO₂ taxes essential for the extra financial support for energy management in developing countries that is not dependent on fossil fuels.

Adaptation to climate change

The consequences of climate change manifest themselves in developing countries in the form of drought, or as excessive precipitation and flooding. Many people living in these areas are particularly vulnerable. The costs of tackling the consequences of climate change in developing countries are estimated at between 10 and 40 billion dollars a year.¹⁹ Reliable information on the costs and consequences of climate change is of great importance. The ministers for development cooperation and the environment have therefore decided, together with the United Kingdom, to commission a survey of the costs of adaptation to climate change in developing countries.

For developing countries the Adaptation Fund was set up under the Kyoto Protocol, which will be partly financed from the revenues of CDM projects. The governance and management structure of the Adaptation Fund is expected to be in place by 2009, after which the investment programming can start. The investment choices will be based on the National Action Programmes for Adaptation that have currently been drawn up by more than half of the developing countries.

-
- 14 *Clean and Efficient: New Energy for Climate Policy Work Programme, Ministry of Housing, Spatial Planning and the Environment, September 2007*
 - 15 *Monitor Duurzaam Nederland 2009, Statistics Netherlands (CBS), February 2009*
 - 16 *European Parliament legislative resolution on the proposal for a directive of the European Parliament and Commission on the promotion of the use of energy from renewable sources (COM(2008)0019-C6-0046/2008-2008/0016 (COD))*
 - 17 *Letter from the ministers of the environment and development cooperation on future international climate policy, Parliamentary Papers 2007-2008, 30495, no. 4, 29 April 2008*
 - 18 *The UNEP Risoe Center in Denmark maintains an excellent database on the CDM: <http://cdmpipeline.org/>*
 - 19 *Adapting to Climate Change: How local experiences shape the debate, Both ENDS briefing paper, August 2007, http://www.bothends.nl/uploaded_files/bp-adapting_to_climate_change-0708.pdf*



6.7

Access to affordable medicines

6.7.1

Introduction: medicines for the poor

This MDG target aims, in cooperation with pharmaceutical companies, to increase access to essential and affordable medicines in developing countries. Until now efforts at global level have led to the mobilisation of funds and better coordination in the fight against HIV/AIDS, malaria and tuberculosis. Despite these extra funds, access to the most essential medicines is still limited in many developing countries. A third of the world's population has no access to affordable, essential medicines. On the demand side, restricted purchasing power and high prizes are obstructing factors. On the supply side insufficient medicines are developed for diseases that primarily occur in developing countries. Only 10% of global expenditure on research and development goes to medicines for health problems that affect 90% of the world's population.²⁰

According to the report 'Public Health, Innovation and Intellectual Property Rights', published in 2006 by the WHO Commission on Intellectual Property Rights, Innovation and Public Health, one of the causes of this situation is the current patent-based innovation system.²¹ The commission claimed that patents do not provide an incentive for research into new medicines for poverty-related diseases. It also pointed out that patents can influence the price of medicines. To propose solutions to this problem, an Intergovernmental Working Group on Public Health, Innovation and Intellectual Property (IGWG) was set up in 2006. Civil society organisations in the Netherlands, including Oxfam Novib, Health Action International (HAI) and Wemos, considered the IGWG as an important forum for making new global agreements to improve access to and the development of affordable medicines.

In May 2008, as a result of the work of the IGWG, the World Health Council adopted a new global strategy for public health, innovation and intellectual property.²² The strategy takes greater account of the interests of developing countries:

- the strategy and the accompanying plan of action contain a broad range of policy options from which countries can choose to improve access to medicines;
- the strategy contains agreements on encouraging new cooperation in the fields of innovation and financing research;
- the strategy recognises the importance of policy freedom for public health care (including compulsory licences) under the Agreement on Trade Related Aspects of Intellectual Property Rights (TRIPS); these 'TRIPS flexibilities' are a potentially important instrument for improving developing countries' access to medicines.

6.7.2

The Netherlands' input: greater availability for developing countries

The Netherlands has actively supported the international agenda and the preparation work of the IGWG. During the preparatory negotiations, it argued in favour of increasing the scope of policy for developing countries. This constituted an active contribution to the EU standpoint in the IGWG, which took account of the standpoints of the civil society organisations that took part in the consultation rounds of the Dutch delegation in 2006, 2007 and 2008 in The Hague, prior to the negotiations in Geneva.

In addition, in line with the IGWG process, the Netherlands organised a successful high-level meeting in Noordwijk in June 2007, together with the OECD/DAC, entitled 'Policy coherence for availability of medicines for emerging and neglected infectious diseases'. This resulted in the Noordwijk Medicines Agenda, a consensus document that can serve as an incentive to improve the availability of medicines and vaccines for serious infectious diseases in developing countries.²³ The Netherlands supports the initiative by the authorities in Cameroon to organise a follow-up conference for African countries. This conference, which will take place in 2009, aims to take the first steps towards demand-driven implementation and elaboration of a Noordwijk Medicines Agenda for Africa.

In practice little use is made as yet of the TRIPS flexibilities, because of political pressure and administrative restrictions. When Thailand wanted to introduce compulsory licences for patented medicines in 2007, international pressure was applied to persuade it not to do so. After Oxfam Novib and MSF pointed this out, the Minister of Economic Affairs and the Minister for Development Cooperation emphasised that Thailand appeared to be acting legitimately and that the Netherlands would ensure at EU level that developing countries were able to make use of the TRIPS flexibilities. This

meant not only that the Netherlands issued an important political signal, but also that Thailand could continue to use compulsory licences.

With the introduction of the global strategy and the associated plan of action, the Netherlands input will largely focus on improved access to existing medicines and supporting research and development for new ones. Examples of research that is receiving support include methods for HIV prevention that improve the position of women, female condoms and microbicides. The Netherlands is also contributing to the development of vaccines, medicines and diagnostic equipment for poverty-related diseases through a grant scheme worth 80 million euros. The public-private partnership, in the form of the Schokland agreement on female condoms and oxytocin, is another good example. In addition the Netherlands is contributing to global programmes that genuinely increase access to medicines, such as the Global Fund to Fight AIDS, Tuberculosis and Malaria, the Global Alliance for Vaccines and Immunization (GAVI), StopTB and Roll Back Malaria (see box). Lastly, the Netherlands is contributing to efforts to promote ethical clinical research into AIDS, tuberculosis and malaria through the Netherlands-African partnership for capacity development and clinical interventions against poverty-related diseases (NACCAP).

The Netherlands actively monitors bilateral (EU) trade agreements with developing countries to make sure that they do not contain provisions that can be harmful to public health in those countries. The basic principle is that no agreements are made that are more restrictive than those concluded multilaterally in TRIPS. NGOs also follow this process closely.

20 http://www.globalforumhealth.org/Site/002_What%20we%20do/005_Publications/001_10%2090%20reports.php

21 <http://www.who.int/intellectualproperty/en/>

22 http://www.who.int/gb/ebwha/pdf_files/A61_R21-en.pdf

23 <http://www.oecd.org/dataoecd/62/11/38845838.pdf>

Millions of children vaccinated, thanks to GAVI*

Vaccination is a simple, cheap and efficient way of protecting children against deadly diseases. Vaccines against many diseases have been available for many years. More than two million children a year, most of them from developing countries, die of preventable diseases. As well as the great suffering this causes, it incurs costs for both families and governments.

The Global Alliance for Vaccines and Immunization (GAVI) tries to tackle this problem. In more than 70 developing countries GAVI aims to:

- strengthen basic health care to ensure a permanent supply of vaccines;
- make modern vaccines and safe syringes available more quickly;
- make more money available in the long term and in innovative ways for vaccination programmes in these countries.

The partners in the GAVI Alliance include pharmaceutical companies, 72 local authorities, the Ministry of Foreign Affairs and 16 other donors, WHO, UNICEF and the World Bank, NGOs and research institutes.

GAVI has already achieved the following results:

De volgende resultaten zijn al behaald:

- 50 million children have been reached with basic DTP vaccines;
- 135 million children have been reached with modern vaccines;
- 1.2 billion safe syringes have been provided.
- An estimated total 3.4 million deaths have been prevented.

* <http://www.gavialliance.org/>

Joint campaign for intellectual property in the Andes

HAI (Health Action International) Europe and HAI Latin America have formed an alliance which aims to influence the Association Agreement currently being negotiated by the EU and countries from the Andes (CAN) region. The Association Agreement contains provisions relating to intellectual property that could restrict access to affordable medicines. HAI is coordinating the alliance in Europe, in which MSF, the Evert Vermeer Stichting, Oxfam and others are participating. The campaign in Europe aims to apply pressure to the European Commission through the European Parliament. Although this project did not start until 2008, it has already succeeded in getting the issue on the agenda of the European Parliament.

Lobby against unethical research into medicines

In May 2008, on International Clinical Trials Day, the NGO Wemos, in cooperation with HAI Europe, Farmacie Global and SOMO, called on European and other governments to take measures against unethical research practices in developing countries.

In India and Latin America, Wemos works together with organisations that are trying to improve monitoring of these tests. In Europe the lobby focuses on ensuring that only medicines that are tested according to the required ethical guidelines can be admitted to the European market.

In the Netherlands Wemos organised meetings with parliamentarians and representatives of the Ministries of Health, Welfare and Sport and of Foreign Affairs. It also organised an expert meeting in the European Parliament, at which 13 MEPs expressed their support for Wemos' standpoint. This resulted in considerable media and political attention in the Netherlands for the problem of unethical research practices.



6.8

Access to new technologies

Knowledge and innovation are essential driving forces for sustainable development and for achieving the MDGs. A number of Asian countries have succeeded in taking a leap forward in their development through targeted investments in innovation systems. In Sub-Saharan Africa governments are starting, somewhat hesitantly, to adopt the same course. Technology plays a key role, but does not automatically provide 'the solution' to poverty. It is matter of how it is applied, and that calls for much more. Intended users not only need access to new knowledge and technology, but also need to be able to absorb it, convert it and use it to pursue specific goals. In many cases, therefore, it will be necessary for the

poor also to be involved in creating and shaping knowledge and technology.

The Netherlands is investing in national knowledge capacity in developing countries and international research institutes, for example in the field of health and agricultural research. At EU level the Netherlands supports the opening of a European Research Space and more intensive participation of developing countries in the European framework programmes for research. In the multilateral context (e.g. in the WTO and WIPO) the Netherlands advocates preserving policy space for developing countries to set up their own in-

novation systems and find their own solutions for dilemmas relating to technological development, e.g. by protecting local knowledge, managing ecological risks and making ethical decisions. This space must be guaranteed in bilateral trade agreements. The Netherlands therefore makes sure that the EU does not make any agreements on intellectual property rights that go further than what is agreed within the WTO, in the TRIPS agreement.

The Minister for Development Cooperation has called on Dutch research institutes and universities to pursue development-friendly policies with respect to intellectual

Modern energy technologies for the poor

The non-governmental foundation ETC Energy has identified a shift in focus among donors towards technologies that are good for the climate, but which do not necessarily coincide with the needs of the poor. In the past year an international promotional campaign has tried to get large-scale donor investments in the energy sector to be aimed primarily at the poorest, and women in particular. Many national and international energy programmes and projects neglect the specific needs and roles of women.

With funds from the development budget, ETC Energy supports two international networks concerned with increasing the access of the poor to modern energy technologies:

- The EASE network, which is active in nine countries: Bolivia, Tanzania, Uganda, Senegal, Mali, Vietnam, Cambodia and Laos, with coordination conducted in the Netherlands. The network works through five technology platforms (biogas, portable cookers, mininets, maintenance of solar energy systems, and climate financing).
- The ENERGIA network, which has 22 National Focal Points in Africa and Asia, a regional secretariat in Africa and Asia, an International Secretariat and an Advisory Council. ENERGIA functions on the basis of a network policy and MoUs (in development).

These international energy and technology networks design strategies aimed at increasing access to energy for the poor, with men and women being seen as equal partners.

property rights. The intentions of the Dutch research sector are laid out in the Schokland agreement on the Action Plan for Knowledge and Research for Development. Recently, in this context, a contribution was made from the Schokland fund to an initiative to make the knowledge of green genetics and pharmaceuticals at the top Dutch technological institutes more accessible to African research institutes.

Globalisation is to a significant degree based on knowledge, innovation, direct communication and access to modern technologies. The people of the world are increasingly linked together through new digital communication technologies like the internet and mobile telephones. Those who have no access to these networks fall behind.

As table 6.5 shows, access to mobile technology and digital communication technologies is rising sharply in developing countries. In absolute terms, however, access in these countries remains low. In addition, there are significant differences between countries in the various regions, within countries themselves, between cities and the countryside, and between social groups. Poorer countries and weaker groups tend to have no access to these technologies and are therefore unable to take part in these developments. The same applies to access to and the use of new technologies that increase productivity or allow better service delivery, which remains a serious problem in many developing countries.

Case – ICT offers access to knowledge and participation

The work of the International Institute for Communication and Development (IICD)

The Dutch Institute for Communication and Development (IICD), set up in 1996, has more than a decade of experience in helping developing countries to move forward with sustainable development through efficient use of ICT applications. Together with a number of national and international partners, IICD provides financial and technical assistance and sets up programmes to strengthen the capacity of local partner organisations, who are self-accountable and who will be able to continue the work independently after four to six years. IICD works in nine partner countries to improve ICT applications in education, health care, environment, better governance and income-generation.* It is involved in a total of around 130 activities.

The support for projects and programmes takes various forms, including seed capital for test projects, seeking technical solutions for web access together with private sector partners, and training project partners and users in the efficient use of communication technologies, such as the internet, television, local radio and telephony. IICD's most important partners are local organisations in developing countries. It has institutional alliances with the Dutch Directorate-General for International Cooperation (cofinancing (MFS) grant of 20 million euros for 2006-2010), the UK Department for International Development (DFID) and the Swiss Agency for Development and Cooperation (SDC). In the Netherlands, IICD works together with Hivos, Cordaid, PSO, ALtran, Atos Origin Learning Solutions, CapGemini and others.

Outcome/impact

In 2007 around 700,000 active users in 138 projects benefited directly from IICD's ICT facilities and support from the partner organisations. A further 6.4 million people were reached passively, through information. These were mainly people with little or no schooling and very low incomes, and who live in remote rural areas.

The economic impact of the activities to improve incomes in rural areas was measured on the basis of data collection and questionnaires conducted between June 2007 and July 2008 among the end-users of the information on changes in market access, negotiating position and income improvement. In most projects IICD observed an increased economic impact, with higher incomes and productivity. Although the data collection took place over a limited period, more than 50% of the users indicated that they had directly benefited from the ICT facilities and information provided to them.

Sikasso Online

In the Malian province of Sikasso a network has been set up to improve communication and the flow of information on agricultural matters between rural organisations in remote areas and regional and national authorities, and give farmers the opportunity to make their voices heard in the agricultural debate. Local farmers' organisations in seven towns and villages now form the core of a communication system that can serve a total of more than a million farmers, 51% of whom are women. The communication project uses computers and the internet, and local radio stations to distribute relevant information on crops, marketing and agricultural policy more widely.

*Bolivia, Burkina Faso, Ecuador, Ghana, Jamaica, Mali, Tanzania, Uganda and Zambia

Table 6.5 Access to mobile telephony and the internet

(Source: Child Helpline International)

	NUMBER OF SUBSCRIPTIONS MOBILE (x 1,000)			NUMBER OF SUBSCRIPTIONS INTERNET (x 1,000)		
	1995	2007	% growth	2000	2007	% growth
Africa	647	274.068	42.293	1.151	11.091	864
North and South America	40.322	656.918	1.529	55.579	106.702	92
Asia	23.104	1.497.254	6.380	48.449	251.101	418
Europe	24.077	897.516	3.628	57.213	166.792	192
Oceania	2.620	27.011	931	4.476	8.623	93



6.9

Partnerships

6.9.1

Partnerships

The Netherlands' development policy is increasingly aimed at involving the private sector in development cooperation. In many cases this takes the form of a public-private partnership (PPP) in which government (local and/or Dutch), the private sector (local and/or international) and civil society organisations participate. PPPs are formed to address a specific problem. This can be market-related or to do with capacity or knowledge. The partners join forces to solve the problem, because alone they are less effective. All parties share the risks and responsibilities.

In the Netherlands more than 50 PPPs have been set up since 2003. A number of them are currently being evaluated. The lessons learned from the evaluations will be directly used in forming new partnerships.

6.9.2

Sustainable chains

The chain approach as basis for sustainable economic development offers the perfect opportunity to contribute to local economic growth and a fairer distribution of revenues in the chain through partnerships and round tables with the various stakeholders (local governments, non-governmental organisations, the international/local private sector and knowledge institutes). The Netherlands is helping to make the production of palm oil, soya and cacao sustainable by supporting the round tables for these products. In October 2008, the Sustainable Trade Initiative (IDH) was launched, based on the Schokland agreement (see box). The IDH especially aims to make trade chains sustainable.

By focusing on chains the Netherlands is contributing to several sub-targets of MDG 8, in particular supporting the development of mature local markets that are part of a fair trade system, promoting market access for products from the Netherlands' development partner countries and helping to improve the working conditions and incomes of producers at the start of the chain. At the same time, making chains sustainable helps guarantee environmental sustainability (MDG 7).

Sustainable Trade Initiative

In October 2008 the Sustainable Trade Initiative (IDH) was launched. The IDH involves multiple stakeholders, with active involvement of participants from the North and from the producing countries in the South. The target groups are the first links in the international chains that start in developing countries and end in the Netherlands or Europe. The initiative works on making chains sustainable through sectoral development and improvement programmes and an intersectoral learning programme.

In 2008 four sectors – natural stone, soya, cacao, and wood and forest products – indicated that they intend to tackle obstacles to sustainability in their chains within the Sustainable Trade Initiative, by submitting concrete improvement programmes. In addition, parties in the tourism and tea sectors have expressed the wish to increase sustainability in their chains. They will start with a six-month development programme and will then submit an improvement programme. The IDH is also seeking active cooperation with other chain initiatives and learning programmes to share and develop knowledge.

BioTrade: sustainable trade

The BioTrade Facilitation Programme (BTFP) facilitates sustainable trade in products and services based on indigenous biodiversity in developing countries. The development of sustainable international trade in biodiversity products and services has a positive impact on poverty in producing countries. This is because the trade contributes to higher incomes, especially among women, and preserves the production base. One example is the gathering of Marula fruit by women in South Africa. Oil from Marula seeds is an excellent basic product in the cosmetic industry. Another example is caimans bred for meat in the Amazon region.

The following results have been achieved by PhytoTrade Africa, part of the BioTrade programme: the cash income of rural communities from the production and marketing of biotrade products has risen to around 400,000 dollars a year, the number of households that earn a better income from biotrade products has increased to 30,000 (a total of around 180,000 people) and PhytoTrade member organisations have invested more than a million dollars a year in the biotrade industry. As the number of market parties increases, for example in the food, cosmetics, pharmaceutical and cosmetics industries, interest in biodiversity products and services grows. That was evident, for example, from the great interest shown by the European food and drink industry in the fruit pulp of the baobab, which was recently admitted to the European market under the Novel Food directive. This was partly because of the quality of the product, which is rich in vitamin C and calcium, and partly from the perspective of corporate social responsibility.

6.9.3

Corporate social responsibility

The basic principle of corporate social responsibility (CSR) is that economic growth is essential but not sufficient to optimise prosperity. It is also necessary to take account of the effects on the environment and social conditions. Companies are therefore required to be aware of their social responsibilities towards present and future generations, both in the Netherlands and in developing countries.

The government's CSR policy has in recent years mainly been focused on promoting knowledge and awareness and integrating CSR in the corporate chain.²⁴ To achieve this, a series of guidelines have been developed for and with businesses. In the coming years, the policy will focus on seven aspects of CSR: 1. Knowledge and awareness; 2. Transparency and accountability; 3. The drivers of CSR; 4. CSR and innovation; 5. International CSR in trade-promoting activities; 6. CSR in the chain; and 7. The government's role in setting an example. In April 2007, the government took an early lead in respect of point 7 by stipulating that all public procurement must meet specific environmental and social criteria.

One striking development is a shift in the discussion from a defensive to a proactive approach, in which CSR is seen as a way of improving quality in the company and even as a market opportunity. Research shows that in the long run, exercising CSR can be 11 to 15% more profitable than non-sustainable business practices. The larger Dutch companies have become international examples of CSR: Philips, Unilever, TNT and Akzo Nobel all top the Dow Jones Sustainability World Indexes in their respective sectors. Small and medium-size enterprises present a more diffuse picture. Research conducted by independent consultants EIM among companies with up to 100 employees shows that 68% of entrepreneurs are not familiar with the term corporate social responsibility.²⁵

6.9.4

Schokland agreements

The Schokland agreements were signed on 30 June 2007 during a public event in Schokland in the Netherlands. At first 37 agreements were signed by businesses, civil society organisations, knowledge institutes, individuals, ministers and state secretaries. The number of agreements has now risen to more than 40. An important element in these agreements is the strong social commitment to achieving the Millennium Development Goals. It involves not only the entire government, but also society at large. On the basis of new forms of cooperation (especially public-private partnerships) and often innovative financing mechanisms, these players are combining their knowledge and strengths to work on innovative solutions. To offer the partnerships a financial incentive, if necessary, the government has set up a Schokland fund worth 50 million euros for the 2008-2011 period.

The agreements cover a very wide range of activities. Various parties are cooperating, for example, to support development in fragile states. They are focusing on education, peace and security, and equal rights and reproductive health. These agreements are being implemented in close cooperation with the Ministry of Defence.

Greater transparency

Corporate social responsibility implies transparency and a dialogue on the ethical, social and environmental aspects of a company's activities, products and services. In 2003, the Foundation for Annual Reporting drew up Guideline 400 on CSR at the request of the government. These guidelines have now passed into law. In addition, the Global Reporting Initiative (GRI), which was supported by the Dutch government, has become the worldwide standard for drafting annual social reports. The GRI is currently used in more than 60 countries. In recent years, the government has implemented the Transparency Benchmark for Dutch businesses. In 2007, the criteria were modified, in consultation with the participating companies and civil society organisations, with more emphasis on businesses' core activities.

The large multinationals in the Netherlands are becoming increasingly transparent in terms of CSR and conduct constructive dialogues with NGOs, employers' and employees' organisations, shareholders' organisations and consumers.

Civil society and CSR

Civil society organisations play a leading role in the debate on CSR, as activists and partners in dialogue, exposing abuse and informing the public. They are active in developing practical CSR instruments and behavioural perspectives for the private sector. In 2007, the CSR platform of civil society organisations published a new version of the CSR Reference Framework, a useful guide presenting the latest insights into CSR. Organisations like Fair Trade Original, Solidaridad, Fair Wear Foundation, SOMO, and the Clean Clothes Campaign are active in this area. A number of these organisations strengthen the capacity of local partners in developing countries so that they can lobby companies and governments more effectively. Financial support is also given to 'human rights defenders' in the context of human rights policy. The work of the Association of Investors for Sustainable Development (VBDO) receives support to promote sustainable investment (an increase of 19% in 2006 to 3.3 billion euros) and sustainable saving (an increase of 21% in 2006 to 8 billion euros).



In other agreements, public and private partners seek the best ways to tackle complex, multidisciplinary problems. One example is an agreement that focuses on reducing maternal mortality rates by training nurses and improving mother-and-child care in Sierra Leone. Others are concerned with climate change, preventing violence against children and the MDG 3 fund.

A number of important agreements aim to strengthen the market and improve the way it is utilised. Examples include a private health insurance scheme for more than 100,000 Nigerians on low incomes, a system for financing small and medium-sized enterprises in Vietnam, and the Green Light for Africa project (see box). The Sustainable Trade Initiative (see box in section 9.2) and the cooperation to help achieve the Netherlands' target of providing 50 million people with clean drinking water and sanitation also fall into this category.

The Schokland agreements have been put into practise on a number of fronts:

- A large number of the original 37 agreements have been elaborated with considerable enthusiasm and the goals of 10 of them have already been achieved. At the moment, the Ministry of Foreign Affairs is directly or indirectly involved in 22 agreements, financing 13 of them.
- The applications received by the Schokland funds in 2008 have resulted in more than 20 new social agreements

- Separate to these, a number of large-scale agreements were concluded in 2008, including the cooperation on the Access to Medicine Index for listed medicine manufacturers. The index is a public yardstick for the extent to which large pharmaceutical companies try to ensure that patients in the non-industrialised world have access to medicines. This means that, for the first time, large and small investors can take account of the efforts of companies in this area directly in their investment decisions. Another new agreement was concluded in November 2008 between the energy company Nuon, the Foundation Rural Energy Services (FRES) and the Ministry of Foreign Affairs. Under this agreement the parties are to work together to supply solar energy to rural populations in developing countries.

The added value of the Schokland agreements, as widely varied as they are, is that they lead to concrete activities in which new, non-traditional partners contribute to achievement of the MDGs. This means that additional financial resources are attracted from the private sector. Because the Schokland fund requires a minimal contribution of 60% from the parties themselves, at least two euros of external funding are provided for every euro granted by the government. In some of the proposals this contribution is much higher. In the first round, the 11 million euros allocated from the Schokland fund was directly supplemented by 17 million euros from the partners. In total, in the long term,

another 40 million euros in non-governmental funds will be made available for development purposes.

In addition the fund offers the opportunity to try out a new approach or methodology, for example introducing market forces to health care. By developing these initiatives further on a smaller scale, they can later be applied on a larger scale. The concrete results of signed and new Schokland agreements are used to publicise this innovative way of pursuing the MDGs. At the MDG summit organised by the UN General Assembly in September 2008, for example, the Netherlands devoted considerable attention to the importance of strengthening cooperation with the private sector in achieving the MDGs. Similarly the Netherlands has shared its experiences with public-private partnerships like the Schokland agreements with other countries and international partners in various other fora.

²⁴ Government standpoint CSR 2008-2011, December 2007

²⁵ Corporate social responsibility in small and medium-sized enterprises, <http://www.ondernemerschap.nl/pdf-ez/A200318.pdf>

Green Light for Africa

The Green Light for Africa 'Affordable Lighting For All (ALFA)' project supports the development of a sustainable value chain for solar-powered lights in ten countries in Africa. The pilot project started in Ghana in 2008. ALFA is a cooperative project between multinational Philips Lighting, the Ministry of Foreign Affairs and Ghanaian civil society organisations. It aims to provide communities without access to electricity with sustainable lighting. At the moment millions of rural Africans cannot work or study in the evenings because they have no lighting. Most of them have paraffin lamps, but the fumes they produce are bad for their health and for the environment, and they are expensive to use. The Dutch government and Philips Lighting are each contributing three million euros to the project.



The Netherlands

Eelco Fortuijn

Who?

Eelco Fortuijn (38) is a management expert and director of the organisation Goede Waar & Co. He lives in Amsterdam.

What kind of organisation is Goede Waar & Co?

Goede Waar is a consumers' organisation for sustainable consumption and sustainable products. We provide information on the sustainability of products, so that consumers can make reasoned choices for products that are people, animal and environmentally friendly. Goede Waar was set up by the Alternative Consumers' Association (AKB) which was established in 1982 and introduced the EKO quality mark.

What is your position at Goede Waar?

I have been director of Goede Waar & Co since the beginning of 2009. Before that I was the director of Fairfood, an organisation aimed at persuading companies to produce fair and sustainable products. Because Goede Waar & Co had not been doing very well for some time, I decided to make the move a year ago, so that I could reorganise it and get it back on its feet.

Can you give an example of your activities?

I want to start afresh and modernise the organisation. For example, by making better use of modern technology, such as providing information through the internet. And we want to respond to the growing interest among consumers for sustainable consumption. One idea that I am currently working on is that consumers can obtain information on the sustainability of a product via their mobile phone at the moment of purchase.

How important is Goede Waar & Co's work?

We are 100% indispensable. We believe that there should be legislation to enforce sustainable trade, but laws can only be introduced if there is sufficient support for them. So if we want fair trade, we first have to make sure there are enough consumers to buy sustainable products. Only then can you introduce the legislation to ensure that producers do not continue to scour the world for the cheapest goods produced by exploiting people and the environment. These laws can sometimes be painful for producers, consumers and shareholders and cost them money. We conduct thorough research and ensure that consumers are provided

Can you give an example?

A successful example is the clothing checker, which Goede Waar & Co introduced four years ago. This is an extensive study of the environmental impact and working conditions within the clothing industry, which we publish on the internet. In the beginning the companies that we studied either responded angrily or not at all, but now they are pleased if they come out of it well. We also see that large companies like HEMA and C&A are working more and more with sustainably produced cotton. The clothing checker has definitely contributed to that. We have also helped to ensure that there is enough fairly produced cotton available to meet demand. We measured the potential demand from consumers and were able to persuade a large number of companies to produce biological cotton.

How is your project related to MDG 8?

Goede Waar & Co is directly related to MDG 8, but fair trade is also a means to achieve MDGs 1 and 7, poverty reduction and a better environment. Transparency is a condition for fair trade and is of enormous benefit to farmers who operate more sustainability than others. For example, if you are a farmer who is trying to ban child labour, and there is no transparency about that, you will lose out to competitors who are not doing the same, because they will be cheaper. By informing the consumer we provide that transparency. If the quality marks for products are improved, consumers can choose a product that, for example, contributes to poverty reduction or a better environment.

What would you change if you were the Dutch Minister for Development Cooperation?

I would introduce a law entitling consumers to information on the sustainability of products. But there is a lot of resistance to the introduction of such rules. The government is afraid that transparency would result in trade barriers. And yet it is the government's responsibility to introduce rules for sustainability. It can take advantage of the current situation to do that. The crisis may enforce cutbacks that mean there is less money available for development aid, but it also presents opportunities. Consumers are more interested in the environment, sustainability and green innovations, and in rules imposed by the government. If we want to achieve MDG 8 the government has to promote transparency and sustainable rules.

Text: Paulette Mostart
Photo: Henk Wildschut



The Netherlands

Rudy Provoost

Who?

Rudy Provoost (49) studied psychology and was awarded an MBA. He is vice-president of Philips and CEO of Philips Lighting. He works in Eindhoven and Amsterdam.

Philips is working on sustainable energy solutions for Africa. Why?

An estimated 500 million Africans have no electricity. After dark they have to make do with a candle or a paraffin lamp. Due to the dramatic rises in oil prices in recent years, few people can still afford paraffin. For hundreds of millions of people life stops when the sun goes down around 6.30 to 7 o'clock in the evenings. Children cannot do their homework and work is impossible. That restricts chances of development and the quality of life. To change this situation and promote development, we are investing in cheap consumer products that work with solar energy.

What role do you play in this project?

In July 2008, I signed a cooperation agreement on behalf of Philips with development minister Bert Koenders. Our joint goal is to provide 10 million people in Sub-Saharan Africa with affordable solar-powered solutions by 2015. By developing cheap solar-powered lighting we aim, together with the ministry, to foster development in rural Africa. Philips is investing money in product development, research, training and distribution. Dutch development cooperation is investing in setting up microcredit organisations, awareness-raising projects and training small-scale entrepreneurs. We have set up pilot projects in a number of countries in Africa, including Ghana. On the basis of these experiences, a range of affordable solutions will be marketed in Africa later in the year.

How important is this project?

The project shows that light can improve people's living conditions. But we are not only providing them with light. The products we are introducing are based on the most advanced technologies, with all the advantages that brings. By using solar power, they need no electricity, and the LED technology is the most sustainable, low-energy solution currently available.

Is the project a success?

Yes. In fact, it is a win-win situation. Our solutions promote employment and productivity, people save money and are able to live and work in a healthier and safer environment. For us Africa is a potential market. Little is known about the market for lighting among people on low incomes in developing countries and little research has been carried out. We want to provide affordable and usable solutions to help improve the quality of many people's lives.

How do these activities relate to MDG 8?

Philips supports the MDGs in Africa by introducing sustainable products that provide poor people with renewable energy (MDG 8). As this also supports local companies, it also helps to reduce poverty (MDG 1). In addition, we contribute to MDG 7, as fossil fuels for household use are replaced by efficient, renewable energy services and products.

Is there anything else you would like to say?

I am very proud of the fact that Philips, together with the government, can help people in Africa to take a step forward, and that we can market our innovations on the African continent. I believe that we can achieve a great deal with simple solutions. It makes you feel humble to realise how much of a difference we can make with only small resources.

Text: Rudy Provoost
Photo: www.philips.com



The Netherlands

Bernhard van Oranje

Who?

Bernhard van Oranje (39), economist and ICT entrepreneur, is a member of the governing board of the International Institute for Communication and Development (IICD). He lives and works in Amsterdam.

What kind of organisation is the IICD?

The IICD, which was set up in 1996, contributes to the development and implementation of ICT projects in developing countries. Its aim is to promote ICT as an instrument for development. The IICD provides demand-driven support to projects in five sectors: education, agriculture, democratic governance, health care and environment. It provides around six million euros in support for projects annually, based on the principles of demand-driven aid, through local partners and in a sustainable way (the recipient countries must be able to continue projects themselves).

How did you come to work at the IICD and what is your position?

The previous director asked me to sit on the board. Not because I had specific experience in the field of development aid, but because I am known for using ICT to find solutions. I am one of the few people at the IICD with an IT background. I can show what IT can mean for development and advise the IICD on how to present itself internally and externally in relation to private partnerships.

How important are the IICD's activities?

I think the IICD has become indispensable. With our knowledge we can help countries that are lagging way behind through the use of ICT. Our philosophy is to improve their living standards, using the latest technology and in cooperation with local partners. How we do that varies per sector. We look at local demand and tailor the aid to it. In the agricultural sector, for example, we provide farmers with knowledge of the markets, so that they know what they can ask for their products. That improves their standard of living. The same applies to the labour market. If employees have some knowledge of ICT, they are in a much better position to find a job. Our projects are relatively small, but the local spin-off is enormous, also because then local people themselves set up their own businesses. Everyone in the area benefits from that, from users to suppliers.

Can you give some examples of successful projects?

A good example of the power of small-scale interventions is a computer project in Mpelembe school in Kitwe, in Zambia. As well as equipping a computer centre at the school, we also enabled it to provide lessons in computer maintenance, so that pupils can maintain their computers themselves. And after school hours, the school is used as an internet centre for the whole community. Other schools in the neighbourhood have come to see how it works. In that way you not only implement a computer project, but a complete business model.

How does the IICD contribute to the achievement of MDG 8?

ICT helps to achieve all of the MDGs. Increasing the effectiveness of agriculture also helps reduce poverty (MDG 1). It is extremely relevant. A relatively small intervention can have a great impact. As a Dutch organisation, the IICD can really make a difference. But I do think that much more is possible. I do my best to raise the profile of the IICD and its projects in the private sector. There is a goldmine of attractive projects which businesses can join any time they like. The challenge is to deploy innovative technologies in a different way, where the demand is, rather than set up donor-driven projects. Companies can benefit and learn a great deal from this themselves.

Is there anything else you would like to say?

In my view, small-scale, demand-driven projects (like those for microcredit) work much better than large-scale, long-term aid programmes, because the latter are often top-down. Small projects promote local entrepreneurship, and that is a good thing. In that way, small resources can make a big difference. But the IICD has also been involved in setting up large-scale projects in the past couple of years, together with local governments and partners, using knowledge and experience gathered during its small-scale projects. And so far, with good results. I also feel that cooperation could be encouraged more. It is good that we support ICT for development, but we must keep on looking for ways of doing more with it, for example in combination with other initiatives in the field of development cooperation. For example, we work together with Close the Gap, an organisation which repairs used and still functioning computers for developing countries. In response to demand, of course. The more cooperation to create complementarity, the better.

Text: Paulette Mostart
Photo: Henk Wildschut



The Netherlands

Ineke Zeldenrust

Who?

Ineke Zeldenrust (42) is a social geographer and international campaign coordinator for the Clean Clothes Campaign. She lives in Amsterdam.

What kind of organisation is the Clean Clothes Campaign?

The Clean Clothes Campaign is an international network that aims to improve working conditions in the global clothing and sports shoes industries. By working on the awareness of the consumer, exerting pressure on the large wholesale companies and lobbying governments, we try to ensure that human rights are respected during the manufacture of clothing. We are a very varied network and, together with our partners, we try to improve the working conditions and position of clothing workers.

What is your position within the Clean Clothes Campaign?

I am the international campaign leader and was one of the founders of the Clean Clothes Campaign, some 20 years ago.

Can you give an example of your activities?

We have just drawn up a report on the bad working conditions at five large companies, including Aldi and Lidl. We concluded that they do little to stop violations of basic rights by their suppliers. We sent the report to the companies themselves and to parliamentarians, who have asked questions about the issue in parliament. A campaign is also being prepared, for example in the streets in front of the shops. Not only in the Netherlands, but in all countries where we have representatives. We have offices in 12 European countries and 250 partners around the world.

How important is the work of the Clean Clothes Campaign?

I think that if we were not around, working conditions in the global clothing industry would receive much less attention and fewer improvements would have been introduced. We are the voice of the people who work in the industry, we bring their problems to the attention of the outside world. I think that corporate responsibility has made great advances, and that we have played a role in that. Without us, major clothing brands like Adidas, Nike or Gap would have had no, or at least a worse, labour policy. They know that we are keeping an eye on them, and will stay on their backs.

Can you give an example?

Nearly all the major clothing brands say that they take measures to improve working conditions. But many of them only do that in practice on visible things like security (emergency exits, fire escapes) and health (more daylight, better sanitary facilities). We devote attention to less visible aspects like higher pay, shorter working hours or the freedom to organise in trade unions. In Bangladesh, thanks to a campaign by local groups which we supported, the minimum wage has increased from 930 to 1,663 Taka per month (1 Taka is 1 euro cent).

How is your project related to MDG 8?

There is a direct link between MDG 8 and MDG 1 (poverty reduction) and better pay. One of the aims of the Clean Clothes Campaign is to alleviate poverty by ensuring that people are paid a liveable wage. We believe that wages could easily be increased (sometimes they need to be quadrupled to reach a liveable minimum), without serious price rises for the consumer. Wages often constitute only 2 to 5 % of the end price. We want to make clear to producers that many consumers would rather know that a product has been produced under acceptable conditions than get it for a low price. Clothing is a product where this can easily be achieved. A relatively small redistribution could have a potentially large impact on poverty reduction. The government should create regulatory frameworks for this. If you leave it completely up to the market, it will not work. Then the only way that workers can earn more is to work longer hours, or produce more. But all the profit goes to the producers. That is partly because many workers have a weak legal position; 80% of people working in the clothing industry are women. By defending the rights of female workers we are also working to achieve MDG 3.

What would you do if you were the Dutch Minister for Development Cooperation?

I am not a supporter of tied aid. There is no evidence that it is an efficient way to spend development funds. The minister would be better advised to create frameworks for international trade, so that businesses are obliged to act responsibly. A small example: if a company is aware that there is a high risk of fire at one of its suppliers and it does nothing about it, you should be able to take the company to court if a fire breaks out and people are injured or even killed. Minister Bert Koenders should create frameworks within which that cannot happen.

Text: Paulette Mostart
Photo: Henk Wildschut

6.10

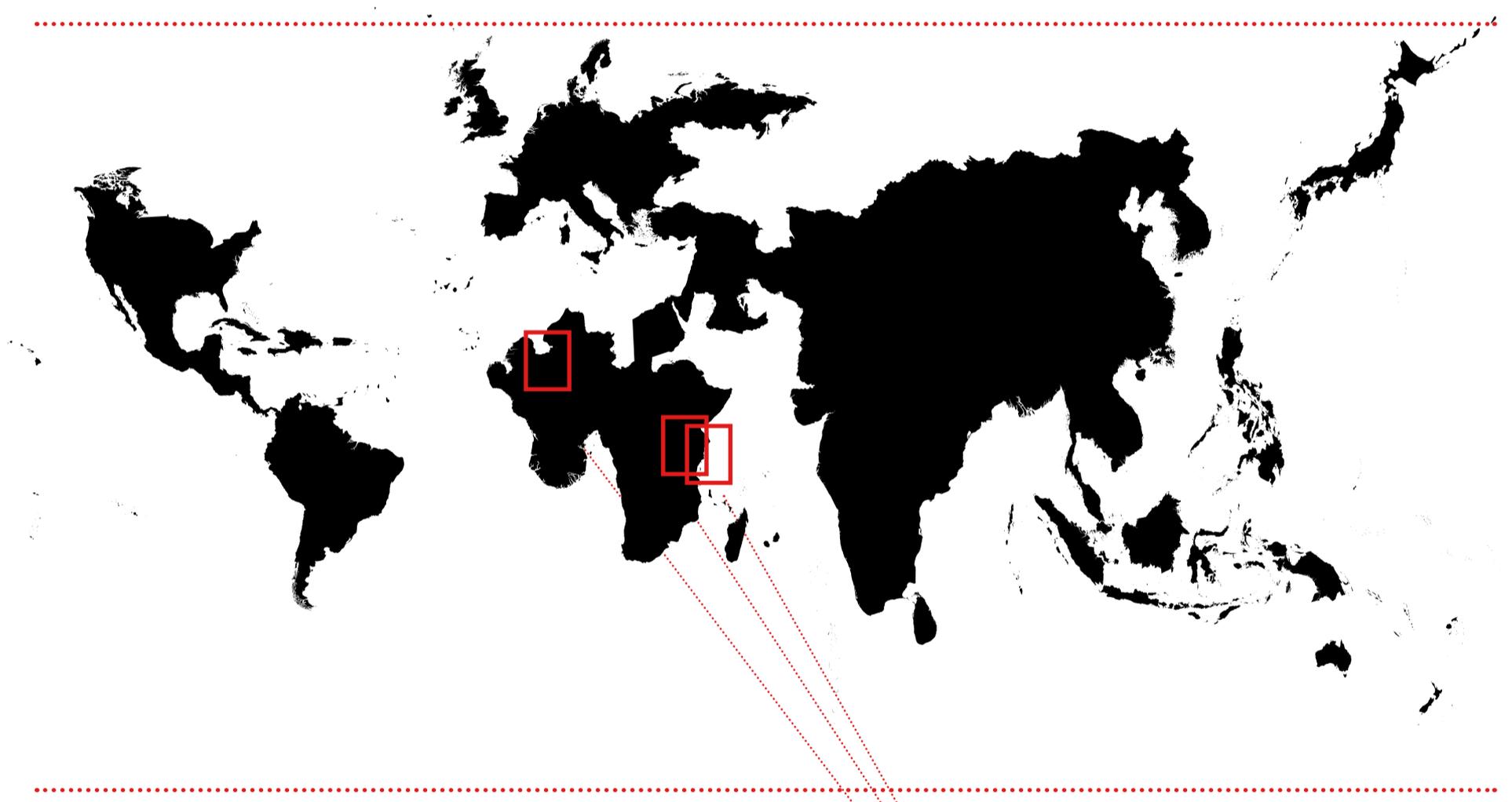
Conclusions MDG 8

The progress of the international contribution to achieving the MDGs, as laid down in MDG 8, is varied but, on balance, inadequate. In addition, progress in a number of areas is under pressure with international attention focused on the consequences of the credit crisis. With its agenda for 2015, the government has also committed itself to speeding up realisation of MDG 8.

In recent years, the total volume of aid provided by the donor community has not grown sufficiently to bring the level required to meet the necessary minimum of 0.7% of GNI within reach. Agreements on improving the quality of aid in the context of the Paris Declaration offer some prospects, but implementing them remains a challenge. One major setback for the MDG 8 partnership is the continued failure to complete the Doha round of trade talks. On the other hand, the fall in the debt burden of developing countries as a consequence of international agreements and the development of a framework for debt sustainability are positive results. There are also positive developments in the access of developing countries to medicines and technology. The progress made in the negotiations on climate and energy internationally is, however, not in proportion to the scale of the problem, despite the constructive efforts of the EU.

The Netherlands has argued forcefully for international agreements on all components of MDG 8 that will bring achievement of the MDGs closer. In some areas, recognisable results have been achieved, for example agreements on aid effectiveness, debt sustainability, climate and medicines. With an aid contribution of 0.8% of GNI the Netherlands is also setting an example. That is not limited to the government's contribution; a striking development in recent years has been the growing cooperation with civil society organisations and the private sector on the MDGs, which is expressed in the large number of partnerships and the Schokland agreements in particular.

Good governance and society building



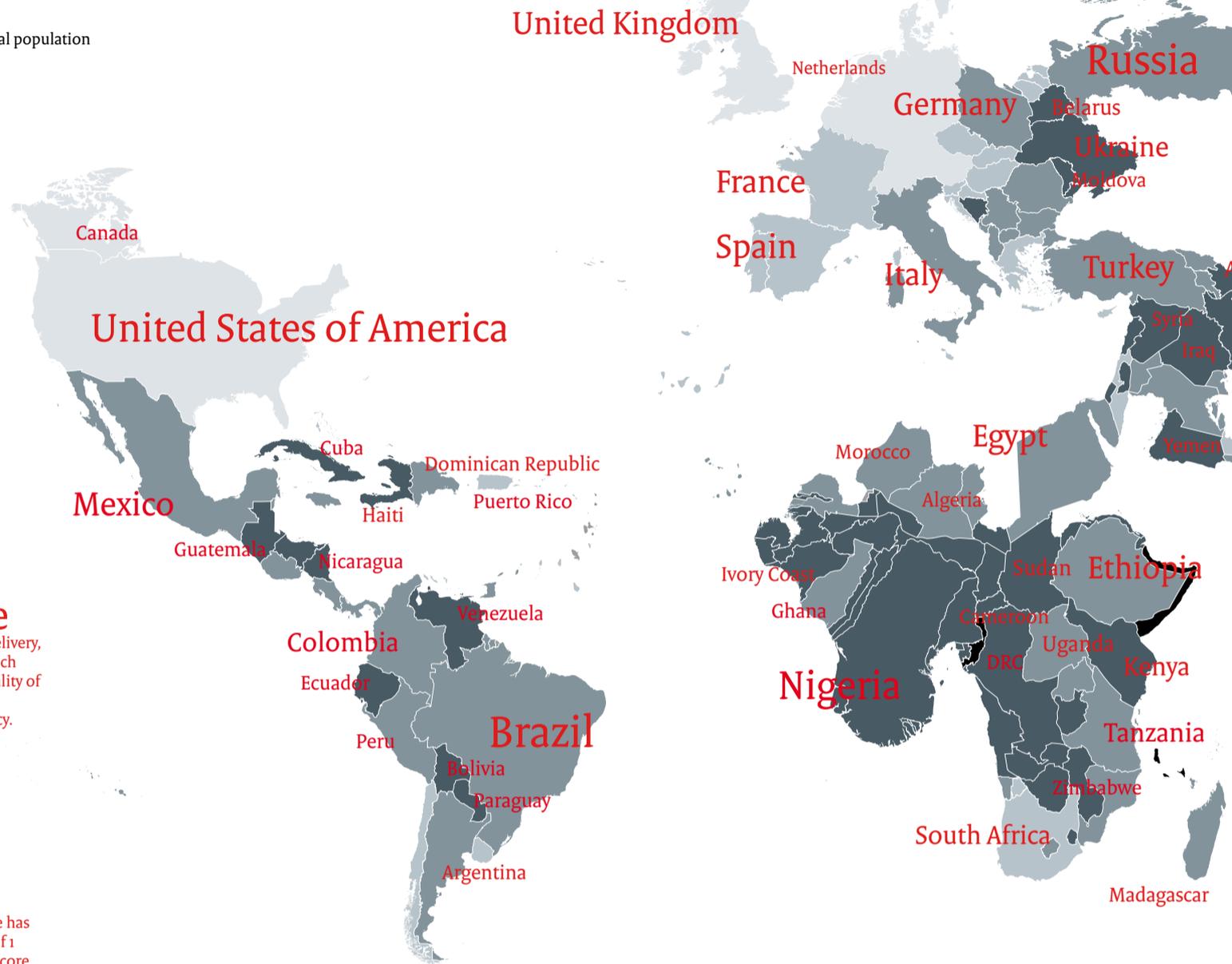
7.1 Introduction	208	7.3 Country cases	221
7.1.1 Explanation of the results chain	208	7.3.1 Kenya	222
7.1.2 The political environment	210	7.3.2 Uganda	226
7.1.3 Chapter structure	210	7.3.3 Mali	230
7.2 General progress and trends	211	7.4 Conclusions	234
7.2.1 Trends and challenges	211		
7.2.2 Results of the development effort	214		
7.2.3 Input in development	217		

Good governance

Total population
Total: 6.7 billion

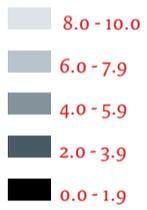
The size of each country is proportional to: the total population

10 million



Effective governance

These data measure the quality of public service delivery, the quality of public officials and the extent to which they are independent of political pressure, the quality of policy formulation and implementation, and the government's commitment to implementing policy.

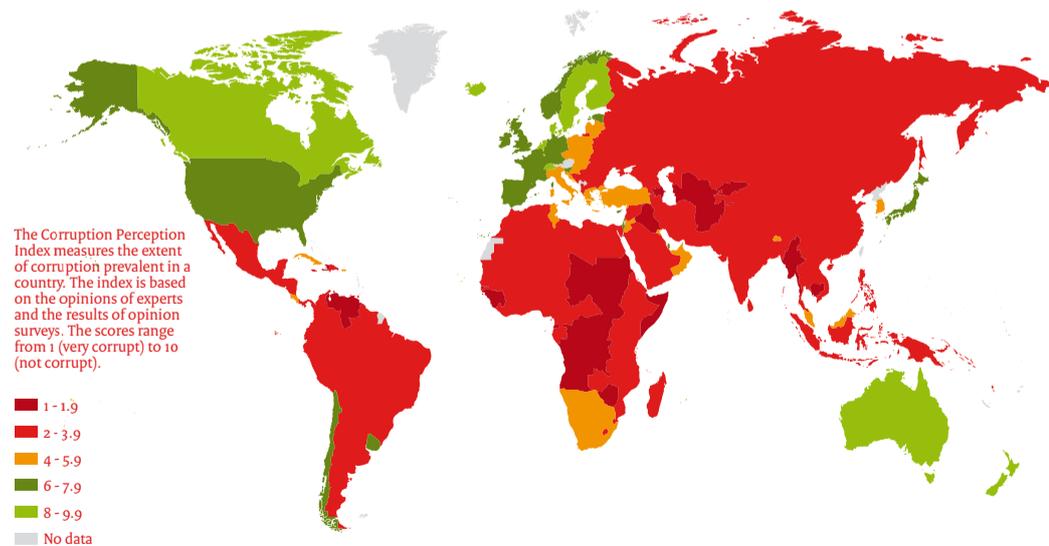


To improve readability, the original Kaufman score has been restructured on a scale from 1 to 10. A score of 1 means that the government is not effective and a score of 10 that it is very effective.

(Source: Kaufman, Kray and Mastruzzi, World Bank Institute, 2007)

Corruption Perception Index (2008)

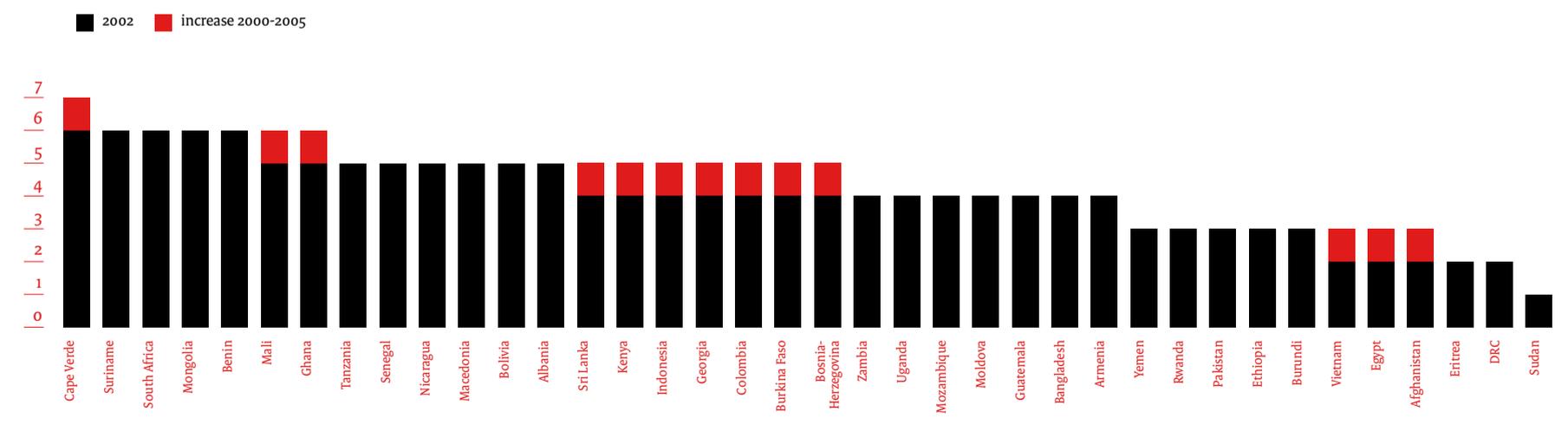
(Source: Transparency International, 2008)





Civil liberties in partner countries in 2002-2005

Freedom House score on civil liberties (1 = no freedom at all, 7 high degree of freedom)
 (Source: Freedom in the World 2008; <http://www.freedomhouse.org>)



7.1

Introduction

7.1.1

Explanation of the results chain

There is no Millennium Development Goal for 'Good governance and society building'. Good governance and society building are important to every development goal, every MDG. Political and social conditions affect growth and distribution; but also how women's rights are dealt with, how fragility of the state can be prevented and how a healthy approach to climate change can be achieved. Good governance and society building are not only necessary for sustainable and just development, but also for lasting peace and security.

The quality of governance is a matter for the government and for society as a whole. Embassies in our partner countries focus on good governance, and society building is an integral part of the work of many civil society organisations. In most countries, good governance is not a separate sector. The actors and processes in developing countries that can stimulate or obstruct change are too diverse. Different interests, such as power, but also historical, social, cultural and other factors also have a role to play. Democratisation, for example, takes place at many levels: from global to national and local, and in both the political and social arenas. Furthermore, progress in achieving democratisation, effective governance and the rule of law and in fighting corruption cannot be made without improvements in participation, representation, accountability, transparency and solidarity in the relationships between government and civil society and between individuals. This makes it practically impossible to contain the full extent of good governance in a single sector programme. Some embassies have chosen justice (Kenya, Uganda, Rwanda) or decentralisation (Tanzania) as a sector. Only in Ethiopia is the sector programme broader, embracing justice, human rights, democratisation and decentralisation.

The results chain shows schematically how, to have an impact at the level of the political, institutional and social climate in which just and sustainable societies can be achieved, the Netherlands contributes to four goals/dimensions of good governance and society building: democratisation, effective governance, a functioning rule of law and fighting corruption. It also makes clear what principles underlie these dimensions and where the focus of policy lies.

In the case of democratisation/voice and accountability it is a matter of promoting the representation and participation of citizens – individually or in organised form – in effective and just political processes, accountability by government and respect for human rights.

Effective governance entails promoting a well-functioning government that uses its resources responsibly and transparently (publicly) to achieve public goals and provide the necessary public services. Voice and accountability are also important for effective governance.

Rule of law means that people are treated fairly on the basis of legislation, that power is not abused and that international agreements are complied with.

Fighting corruption requires a culture of responsible and transparent governance, political, institutional and social checks and balances and respect for international political and legal frameworks. The success of efforts to combat corruption also depends on the rule of law.

This shows that, although they are presented schematically in separate columns, democratisation, effective governance, the rule of law and the fight against corruption cannot

be seen in isolation from each other. There is, for example, some overlap between democratisation and the functioning of the rule of law; and if certain democratic principles, such as accountability, are not respected, or if people are not judged according to the law, it is impossible to combat corruption effectively.

The Dutch government and civil society organisations have achieved results in developing countries in the areas of awareness-raising, communication, policy, legislation, institution and capacity development, and monitoring. Results achieved by organisations include getting good governance on the agenda in developing countries, and building up expertise and a more stable or broad-based financial basis for implementing development policy by local governments and organisations.

Lastly, the results chain shows that a financial and non-financial effort from development partners is required for results, contributions to goals and impact.

7.1 The results chain for good governance and society building

Impact

Working towards a political, institutional and social climate in which human rights, democratic principles and the rule of law are protected and human, natural, financial and economic resources are managed in a transparent and responsible way in the interests of just and sustainable societies and development.

Outcome

Democratisation/Voice and Accountability

- democratically elected and representative political leaders / an inclusive government that serves the national interest and the people as a whole
- government that is responsive to needs and wishes and renders account to the population for its political choices, policy, implementation and results, including those achieved in development cooperation
- participation and influence of non-governmental actors in political processes at various levels
- respect for human rights (political and civil rights, and social, economic and cultural rights)

Outcome

Effective governance

- government has monopoly of power and guarantees the security of citizens and institutions
- government provides the necessary services to the population in line with the political, policy and legal framework
- resources are used to pursue public objectives in a transparent and responsible manner
- 'voice and accountability'

Outcome

Rule of law

- people are treated fairly on the basis of law rather than arbitrarily
- no abuse of power by the police or the armed forces
- international agreements are complied with
- access to legal assistance

Outcome

Fighting corruption

- people experience less corruption
- there is a culture of transparency, openness, and voice and accountability
- political, administrative and social checks and balances
- the rule of law functions
- international political and legal frameworks

Output country

Awareness-raising

- increased awareness of rights, power relations, roles and opportunities to exert influence
- desire for change expressed more clearly, especially by women, minorities and other vulnerable or deprived groups
- more intensive exchange of ideas through public platforms

Output country

Communication

- politicians, administrators, NGOs, entrepreneurs, citizens speak more frequently in the media about political and social issues
- increased contact between citizens and government
- more result-oriented interaction between elected representative and the electorate/experts
- better supply of information

Output country

Policy and legislation

- Necessary policy and legislation developed taking into consideration vulnerable groups and international treaties
- Political, institutional and legal frameworks established

Output country

Institutional and capacity development

- increased knowledge and skills
- financial administrative organisations strengthened (including clearer and easier to understand procedures and working methods)
- better internal and external controls
- increased accessibility of organisations and more open organisational cultures
- networks and alliances strengthened

Output country

Monitoring

- better analyses by local stakeholders
- more verifiable and independent observations
- more alert and comprehensive civil society

Output

Getting good governance and society building on the political and social agendas in developing countries, priority setting in developing countries, bilateral and multilateral agreements and commitments to treaties and other international agreements, better information and distribution of that information, expertise, a broader or more stable financial basis for the implementation of development policy by partner countries and of activities by local organisations in developing countries, better networks, exchange, better cooperation between governmental and non-governmental actors in developing countries.

Input

Government and civil society, financial and non-financial contribution

7.1.2

The political environment

The results of efforts in the area of good governance and society building cannot be seen in isolation from the political context in developing countries. It is, for example, important to know whether a specific country is a fragile state or is taking substantial steps towards democratisation. This goes much further than the presence of democratic institutions. The events surrounding the elections in Kenya in December 2007 show that reality is fluid and that there can still be fundamental challenges to be addressed in respect of democratisation despite the presence of formal democratic institutions. The context is important because the question of how we can make the most effective contribution to achieving good governance and society building must take the complex reality in developing countries as its starting point.

In addition, results cannot be seen in isolation from events that lie beyond the sphere of influence of the Netherlands, of development cooperation or even of international cooperation as a whole. Natural disasters, a conflict in the region, the international credit crisis or other external factors can have an impact on the quality of governance. Furthermore, external donors can only have a relatively limited influence on internal political and other developments in third countries. That is not to say, of course, that governments, parliaments, political parties, NGOs and others are not effectively stimulated and supported through development cooperation in achieving good governance and society building. Development cooperation creates opportunities that would not be created (or not as quickly) without that political, moral and financial support. It is important that the results chain portrays development cooperation as plausible and contributory, and not based on causality and attribution.

7.1.3

Chapter structure

Section 7.2 addresses trends and challenges, results achieved in 2007 and 2008, and how the development effort has evolved.¹ Trends and challenges provides, as far as possible, a picture of the most important developments and challenges in individual countries, for the four dimensions of good governance and society building: democratisation, effective governance, the functioning of the rule of law, and the fight against corruption. The results are then presented at aggregated level, with examples from specific countries for each of the four dimensions.

The evolution of the development effort will be examined on the basis of the keywords for more effective policy from the Results in Development report for 2005-2006. The way in which the Dutch government and civil society organisations complement each other (complementarity) will also be explained.

Section 7.3 will look at the reality behind the results chain, using country cases from Kenya, Uganda and Mali. The cases offer not only success stories, but also lessons about what works and what does not.

Section 7.4 draws conclusions on the basis of the preceding sections. The report period will then be assessed against the recommendations of the Policy and Operations Evaluation Department (IOB) evaluation of the Netherlands' Africa policy from 1998 to 2006, published in May 2008.

¹ The description of trends is largely based on the track records for 2006, 2007 and 2008, sector track records, Strategic Governance and Corruption Analyses (SGACAs) and other reports from embassies outlining challenges in good governance and society building. It also uses publications in the form of articles, papers and information from inter-governmental organisations. In addition, a number of indicators are used: the Ibrahim index for African Governance (exclusively for good governance in Africa); the Economist Intelligence Unit's Index of Democracy (democratisation); for media freedom, information from Freedom House is also used and for gender equality, the Social Watch Gender Equity Index; the Kaufmann Worldwide Governance Indicators (effective governance and the rule of law); and the Global Integrity Index (fighting corruption). The relevance of the indices lies largely in the fact that they enable comparisons to be made for many common challenges relating to good governance and that they show striking individual movements.

Trends in the development efforts of the Dutch government, theme-based organisations (Dutch organisations, international NGOs and intergovernmental organisations) and cofinancing organisations are described on the basis of recent publications, national and international policy developments, and information from embassies and organisations. This entailed the use of articles, papers, evaluations and policy responses, speeches, minutes of meetings, and information on the activities of embassies, theme-based organisations and cofinancing organisations.

The results are described on the basis of information from embassies, ministry divisions, theme-based organisations and cofinancing organisations.

General progress and trends

7.2.1

Trends and challenges

Mo Ibrahim, who publishes the Ibrahim Index for African Governance, reported at the end of 2008 that the quality of governance in two-thirds of African countries has improved considerably.² He based his conclusions on source data from 2005 and 2006. Eleven of the Netherlands' 16 partner countries in Africa scored substantially better in 2006. Scores improved especially in the category participation and human rights, particularly as a result of greater participation in democratic elections.

Liberia is improving the most rapidly, followed by Burundi, with better scores in all five categories (security; rule of law, transparency and corruption; participation and human rights; sustainable economic opportunities; human development). In Ethiopia the quality of governance is deteriorating, with lower scores in three of the five categories. At the bottom of the list is Somalia, which has not had a national government since 1991. Except in the Horn of Africa, the quality of governance improved in all regions. The top five best governed countries remained the same as in 2005: Mauritius, the Seychelles, Cape Verde, Botswana and South Africa. Compared to 2000 and 2002, South Africa had pushed Namibia out of the top five. As the source data comes from 2006, more recent important social, economic and political changes were not taken into account. These include the drastic deterioration in the security situation, the human rights situation, the economy and human development in Zimbabwe, as well as the problems following the Kenyan elections in 2007, the improved security situation in Uganda, the shift in political relations in South Africa, the continuing hostilities in the DRC, etc. On the basis of the

diverse source material used for this section, developments and challenges for the individual dimensions of governance (democratisation, effective governance, the rule of law and fighting corruption), the results achieved and the evolution of the development effort are described in sequence.

Democratisation

The democratisation waves of the twentieth century are over. The current international conjuncture is characterised by fundamentally different forces, where democratisation is no longer focused on, for example, freedom fighters in Africa or the disintegration of communism. In many countries, the greatest challenge of this age is no longer to set democratisation in motion, but to deepen democracy and achieve development. Although there are more democracies worldwide than ever before, they are by no means all substantive. Many are relatively young, and there are variations and gradations of 'thin' democracies, which especially derive their democratic status from the presence of certain institutions, including the holding of elections. There are fewer 'thick' democracies, where relations between state and society, and between individuals, are genuinely based on democratic principles and respect for human rights.³ Today's challenges are in the areas of voice and accountability: ensuring that the voices of the people are heard and the government is accountable to its citizens.

There are a number of reasons why democratisation processes are moving forward less spectacularly than before. In the first place, deepening democracy is a more complex process than democratisation in its earlier phases, but ulti-

mately it largely determines the quality of governance. In addition, any remaining autocrats and semi-autocrats have proved able to resist the demand for democracy.⁴ They can strengthen their positions with high incomes from natural resources. In 2008, Mo Ibrahim reported that many of the countries with the worst regimes – such as Nigeria, DRC, Angola, Chad and Sudan – are rich in natural resources like oil, gold and diamonds. This is known as the resource curse: the paradox that countries with an abundance of natural resources will use their income for corrupt purposes or military expenditure, rather than for development-related activities like institutionalising good governance. Paul Collier, in *The Bottom Billion*, and others have emphasised this same point. There are also countries, like China, that are doing well economically and which are holding back democratisation (thereby setting an attractive example for rulers with a political monopoly), but where real changes are nevertheless taking place.

Democratisation is a fact in by far the majority of countries. One obstacle to moving it forward, in the sense of deepening democracy, is the dominance and control of sitting governments. A centralised power structure encourages a lack of transparency and supply of information. The participation of citizens and other non-state actors and the scope for the opposition is often limited. Parliaments, too, have little genuine controlling power, and their influence is restricted by informal power relations. Government is in many cases related to specific powerful individuals and the ruling elite retains power for long periods. The interests of minorities and of women are insufficiently represented in

the political system. In the Gender Equity Index (GEI) for 2008, Social Watch noted that progress in the area of equal rights remains difficult and vulnerable. The inequalities between men and women are most visible in management, parliamentary and ministerial functions.

In 2007 and 2008, in many developing countries, international observers assessed elections as free, fair and transparent.⁵ However, they also reported on the use of public funds for election campaigns, for example by Frelimo, the leading political party in Mozambique. In most countries, the separation of powers is formally safeguarded, but in practice there is a lot of overlap between the executive, legislative and judicial powers. Although civil society is active in many countries, its influence is relatively small and there is consequently little debate between government and civil society. In addition, since the terrorist attacks of 2001, several countries have introduced measures that – intentionally or not – have limited civil and political freedoms.⁶ In some cases, efforts have been made to limit the scope of democracy in a more general sense. In Yemen, the elections planned for 2009 already led to considerable pressure being exerted on the system of governance, the political freedoms of the opposition and the media, and the participation of women. Several other countries, including Uganda, have tried to restrict the freedom of the media. This occurred in a context in which citizens were becoming more vocal and the media playing an increasingly prominent role in applying pressure for good governance.

Around the world, more leaders are coming to power through democratic means and the transfer of power is less often accompanied by violence. In Africa, too, governance is increasingly becoming institutionalised. Yet expectations have still not been fulfilled, especially those of Africans themselves. In Africa, as elsewhere, holes in the formal democratic fabric are filled by informal institutions. It is, however, not so much a question of Africa not being ready for democracy; it is the quality of democracy in Africa that

determines how much scope there is for corruption and other activities that undermine governance and development. In Latin America, increasing organised crime is a threat to democracy. State capture, buying in by drugs barons, violence and corruption are the greatest threats to further democratisation. The credibility of governments that fail to deliver socioeconomic development, protection and justice is eroded. One of the consequences of this is the emergence of new nationalist movements. In Asia, the political situation is turbulent despite a long period of democratic governance. There has been continual tension between India and Pakistan, the Maoist unrest in Nepal, ethnic conflict in Sri Lanka and political division in Bangladesh. In the Middle East, lastly, stability is largely superficial or fragile. Public freedoms in Arab countries remain restricted and repressive regimes hold on to power. Yet small steps have been taken towards more openness.

The current global financial crisis poses a real threat to weak democracies and those that are not yet very well established. The Economist Intelligence Unit even predicts a possible fall in the number of democracies, because a relatively large number of countries had a high or very high risk of social unrest in 2008.⁷ Weak democracies may not be able to effectively resist the social and economic stresses accompanying the financial crisis.

Effective governance: little change

In the two years covered by this report the available source data shows no fundamental change in the general effectiveness of governance in developing countries. There have, however, been some small-scale developments in some areas, for example, decentralisation, public sector reform and public finance management.

In many countries, the effectiveness of governance is eroded by the concentration of power in the centre. Elsewhere there is limited or modest progress in the introduction of decentralisation or public sector reform. In Bosnia reforms

are stagnating and there is only a rudimentary central state: government power is restricted by the extremely complicated state structure, based on the peace agreement. If effective decentralisation is achieved, good governance (and confidence in it) can increase. In some countries, including Mongolia, decentralisation has been successful. Decentralisation can, however, strengthen the status quo, where deconcentration focuses power at district level at the expense of elected officials at local level. This is a risk in Mozambique, for example.

In partner countries where reform processes to increase the effectiveness of policy founder, that may be due to insufficient political support, but is also caused by a lack of capacity. Insufficient capacity in government institutions is a problem from Benin to the relatively well-governed South Africa. Georgia is struggling with a lack of capacity at all executive levels, public service reforms have been postponed and civil servants have as good as no decision-making authority. Capacity problems are in most cases more serious at decentralised than at central level. In Ghana, there is virtually no capacity at district level, which neutralises the positive effects of decentralisation on, for example, accountability structures.

Another challenge in the area of effective governance is limited contact between government and people. In many countries reaching the population as a whole remains a problem. In addition, it is not always the highest priority of regimes to involve all population groups in politics, and it often proves difficult for some groups to gain access to the political system.

In practically all developing countries, the reach and quality of service delivery do not meet up to expectations of the people who use them, while corruption erodes the effectiveness of governance. On the other hand, public finance management is improving in a number of countries, including Mali. Albania and Ghana have made progress on budget

planning, but there have not been sufficient improvements on budget implementation and accountability.

Rule of law: large differences between countries

There is considerable variation in the functioning of the rule of law. Legislation is more or less in place in many countries, though its quality varies. International agreements, including those on human rights, have often been ratified, but the transposition of these international commitments into national legislation is frequently incomplete. This may be due to a lack of legal expertise. In addition, some rules and regulations may be unnecessary, for example, permit systems that allow officials to demand bribes. This negative affects the business climate. Although it is important, especially for international investors, that economic legislation in particular is in place, an excess of regulation will only scare them off.

In addition to legislation, the extent to which the rule of law is established is significant. There are large differences between countries regarding the capacity, quality and effectiveness of the various links in the justice chain (police, public prosecution service, judiciary and prison service). A lack of capacity can be caused both by limited knowledge of legislation (within and outside the justice chain) and by inadequate infrastructure and availability of technical, human and financial resources. An example of this is the limited judicial and police capacity that makes Cape Verde vulnerable to international drugs smuggling, money laundering and illegal migration.

In recent years much work has been done on building the institutional capacity of the justice chain through technical assistance. Yet sufficient capacity does not automatically result in a functioning rule of law. Often the independence of the judiciary is eroded by the fact that the judicial, executive and legislative powers are so interwoven. Abuse of power and intimidation by the executive power, corruption,

and politicisation of the judiciary all have a negative impact on the impartiality of the justice system. The public have little confidence in the system and equality before the law cannot be guaranteed. In Guatemala, for example, only 2% of murders lead to prosecution and impunity is the rule.

In many countries legal security is insufficiently safeguarded, especially for deprived groups like women and children. As a consequence perpetrators of serious crimes like sexual abuse and rape get away scot-free. Access to the legal system is also often limited. Poorer segments of the population cannot claim their rights, frequently because the costs are too high. Other obstacles include insufficient transparency in the legal system, case law and access to it, and public awareness of rights.

Fighting corruption: a long-term commitment

The source material suggests that, generally speaking, progress against corruption in partner countries has been only moderate. Informal, and therefore not immediately visible, rules governing interaction affect the functioning of the government apparatus and make it difficult to tackle corruption effectively. In many cases, no clear action is taken, as illustrated by the situation in Albania, where the fight against corruption and organised crime is largely rhetoric.

Political leadership in the fight against corruption is necessary where established interests present obstacles. This is not easy, even more so because political and personal interests are interwoven. As a consequence, newly passed legislation is not implemented as quickly and members of the elite are often pursued very hesitantly or not at all. Where the power balance is delicate, a government that takes a hard line on corruption may – despite all its good intentions – place its own survival in jeopardy. A positive exception is Benin where president Yayi has made good governance and the fight against corruption the core of his policy and has

introduced measures to curtail impunity and corruption. However, Yayi too has had to face opposition to implementation of these measures from the ‘old’ political elite.⁸

Although good legislation is crucial in reducing corruption, the effectiveness of measures to fight corruption in individual countries is also largely dependent on the quality of democracy (for example, the degree to which information is publicly available) and the functioning of the rule of law (for instance, in preventing, prosecuting and sentencing delinquency). People must, after all, be able to have their voices heard and hold their government to account for its efforts to combat corruption. That calls for an open system of government and efficient control procedures to ensure that there are effective checks and balances. Where such checks and balances are weak, corruption can thrive. Although civil society has an important role to play in combating corruption, governments do not always see these organisations as natural partners. The organisation Global Integrity, for example, reports that the governments in countries like Kenya, Tanzania, Uganda and Zambia have little interest in cooperating with them to address issues of accountability and transparency.⁹ There is much greater willingness to work together with civil society organisations in areas like health and education, which are apparently seen to be less of a threat.

In many countries, alongside the more widely publicised cases of large-scale corruption, small-scale corruption in the police and in the education and health sectors remains a problem that often affects the poorest groups disproportionately. This is the case, for example, in Bangladesh. In Latin America, corruption is often related to organised drugs crime, which continues to be a major problem, especially in the justice chains in Colombia and Guatemala. In Eastern Europe, on the other hand, progress has been made in fighting corruption in the legal sector. The fight against corruption is a priority for the Netherlands in the context of European cooperation, but the total corruption situation

Change in Bolivia

Political relations in Bolivia are undergoing a process of radical change, characterised by the advent of social groups which were previously excluded from participation in political and economic life. Indigenous movements and people from rural areas are fighting for their demands to be incorporated in the new constitution, and the government of Evo Morales is keen to claim responsibility for the increased political participation of these groups. In various regions of the country civil society movements have joined forces, enabling them to mobilise a robust opposition to the Morales government. In 2008, the two camps clashed regularly in their attempts to ensure that their demands are included in the text of the new constitution.

By funding activities that support the new constitution, the Netherlands has contributed bilaterally (through NIMD, Hivos and the Dutch embassies) and through the International Institute for Democracy and Electoral Assistance (IDEA) to the political dialogue on and analysis of the various proposals. The aim was to bring together the various demands regarding gender equality, indigenous rights and departmental autonomy. In October 2008, after two years of often violent confrontation in the country, an agreement was reached in congress on the modified text of the new constitution, which will be presented to the people in a referendum. The new text incorporates the demands of the indigenous population, and those relating to departmental autonomy and women’s rights.

7.2.2

Results of the development effort

in partner countries in this region also remains reasonably stable. In Asia, on the contrary, the situation varies widely. On the most widely used international indicators, Indonesia and Bangladesh continue to score below average in comparison with countries in their peer group, despite substantial efforts and improvements in recent years.

Corruption is not only a problem in and for developing countries. The 2007 Global Integrity Report states that it equally affects G8 countries. Corruption in the funding of political parties is the greatest problem in America, where the loopholes in the legislation and the system are as problematic as they are in Bosnia Herzegovina. In Canada, political intervention in appointments in the justice sector means that the country scores as low as Kenya and Mexico on transparency and the accountability of judges.

Democratisation

In the area of democratisation the Netherlands has contributed to the success of elections at central (presidential and parliamentary) and local (municipal councils) level, working bilaterally with other donors and through UNDP. Results were achieved in the field of observation, the improved functioning of electoral committees, the production of voting lists with photographs, lists of candidates and databases, improved regulations for political parties participating in elections, training for politicians, higher turnouts, and greater awareness of the significance of elections.

The capacity of institutions like parliaments, political parties and municipalities has also improved. In a few countries there is a more explicit focus on voice and accountability. In South Africa, for example, parliament immediately took advantage of the democratic space created by the deposition of President Mbeki at the ANC congress to take a more critical stance with respect to the government. This was partly facilitated by the improved supply of information to parliament, to which the Dutch embassy contributed. In various countries, Dutch embassies and the Association of Netherlands Municipalities (VNG) have supported the development of mechanisms to inform the public more effectively on issues such as local taxes, charges on services

and water management. The capacity of local government associations to conduct lobbying and represent the interests of their members has also been strengthened. Civil society organisations have strengthened local NGOs and community-based organisations in particular to increase their influence on processes of decentralisation and their participation in government. In a number of countries, including Bolivia, Zimbabwe, Nepal and Vietnam, ICCO has worked through partner organisations to ensure that women, young people and indigenous groups are more involved in policy development and decision-making at local, regional, national and international level. In other countries local partner organisations have effectively taken on a watchdog role in respect of governments, the private sector and international organisations. Cooperation with trade unions has led to stronger movements with better political, social and economic expertise, and which are treated as serious partners at political level. The participation and position of women within trade union structures at local, regional, national and international level has also improved. Efforts aimed at citizens' participation and accountability by government bodies has led to a constructive dialogue between the government and civil society organisations in many countries.

South Africa: campaign for ARV

One of the major criticisms of the Mbeki government was its failing AIDS policy. Mbeki's insistence that AIDS was caused by poverty and the fact that he gave healthcare minister Manto Tshabalala-Msimang a free hand meant that, for many years, South Africa refused to permit treatment with anti-retroviral medicines (ARVs). International criticism and pressure from parliament had no effect. The Dutch embassy therefore focused its efforts in the field of HIV/AIDS on supporting civil society, to give the large group of people with AIDS a voice. Its support for the Treatment Action Campaign (TAC) enabled the organisation to set up a broadly supported campaign that succeeded in forcing the government to revise its opinion on ARVs. With limited financial backing, but substantial moral support, the energy and vigour of the TAC was strengthened. After a long campaign, this led to a complete overhaul of the previous policy. Partly as a result of this campaign, South Africa now has one of the world's largest ARV programmes.

The bad physical circumstances in which children are taught, ranging from too small or too few classrooms to the absence of sanitary facilities, remain a problem in the education sector. Funds made available at central level for improvements by no means always reach the schools. In cooperation with the ministry of education, the embassy has set up a database giving an overview of facilities available in schools. The ministry can use the database to monitor much more effectively whether funds are being used correctly at local level. A next step might be to make the database available on the internet, so that individual schools can also sound the alarm if they do not get funds that they are entitled to.

The effects of anti-terror policies on the political and social scope for critical organisations and movements, and measures taken by bilateral and multilateral donors, were placed on the agenda by Cordaid, ICCO and their partner networks at an international conference in 2008. Lobbying and information supply by civil society organisations, and the efforts of embassies to bring about changes in legislation restricting the free flow of information and scope for NGOs in the context of the war on terror, have had positive results in several countries. Cooperation in Zambia, for example – including effective pressure behind the scenes by the embassy – resulted in a new law on NGOs being blocked. This made a significant contribution to protecting the autonomy of civil society in the country. In Ethiopia civil society organisations and the embassy spent many months trying to obstruct the passing of a law restricting NGOs. Despite their efforts, the law was passed by parliament at the end of 2008. In addition, media organisations like Free Voice, RNTC, Press Now and Hironnelle have worked together with the ministry and embassies to set up radio stations and produce programmes for independent information supply especially in post-conflict countries in Africa and Asia.

Effective governance

A large part of the Netherlands' efforts in the area of good governance and society building is focused on promoting more effective governance to improve service delivery. Progress has been made on a number of aspects, including decentralisation. Successes were achieved, for example, in the transfer of human and financial resources to lower levels of government, so that they could take over responsibility for, for instance, building schools and health centres. In Tanzania a Local Government Capital Grant system was set up for prefectures. Dutch involvement in decentralisation has helped to ensure that decentralised public investments have been more strategic and more transparent, and to strengthen the coordination of government policy. Efforts to improve good governance in individual sectors have also been effective.

In addition technical assistance to municipalities in various countries has contributed a more consistent use of management instruments aimed at results and impact. In some countries programmes have helped improve the quality of public finance management (PFM). In concrete terms this has led to, for example, the introduction of budget frameworks for the medium-long term, a uniform book-keeping

system, sufficient capacity among government officials and the separation of book-keeping and auditing functions. Local taxes have also been introduced, strengthening the financial basis for service delivery, the demand for services and accountability.

Civil society organisations have continually called for attention to be devoted to improving the quality of service delivery. They have also monitored and argued for transparency in public finance management. Service delivery by the government has improved in a number of countries, such as education in Uganda. Users' organisations have also been set up, for example, for water and in Egypt a system for assessing public satisfaction has been tested.

Better rule of law

In several countries, the Netherlands has contributed to a more independent, better functioning and more effective legal system. In addition, the accessibility of the system for vulnerable groups in society has been improved. The focus of the Netherlands' effort lay not only on building the capacity of the judicial apparatus but also on knowledge of the law, and raising the awareness and empowerment of the population. Embassies worked together with governments

Colombia: more justice for victims

In Colombia various initiatives have been introduced, partly with contributions from the Netherlands, to ensure greater respect for the rights of victims of the conflict. A constructive dialogue has also started between the government and civil society on uncovering the truth, justice, atonement and reconciliation. Certain institutions and actors, including the public prosecution service, national committee for atonement and reconciliation, judges and public prosecutors, have been strengthened. The Netherlands' contribution has also resulted in the drafting of a national action plan for human rights and implementation of recommendations made by the UN High Commissioner for Refugees (UNHCR).

In addition, the Netherlands has contributed to the 'Lucha Contra la Impunidad Project' to combat impunity. The project promotes the dialogue between institutions and has led to better coordination between all parties involved in the justice chain. A protocol has been drawn up to identify human rights violations and violations of international humanitarian law, with an emphasis on the murder/manslaughter of protected persons. This helps judicial institutions to call in a competent authority and pass sentence when these violations are investigated and tried. During the legal procedures the direct victims of violations are identified and are given psychological and social support while they seek to obtain their right to the truth, justice and recovery.

In addition, support was given to Colombian NGOs. The lobbying of these NGOs has contributed to improved accountability by the Colombian state on human rights and civil freedoms, especially for vulnerable groups. With support from the Netherlands, Colombian NGOs have been able to improve their knowledge and make use of international instruments to demand and protect their human rights. Victims of human rights violation in particular received support and legal advice. Dutch civil society organisations focused primarily on supporting the victims of armed conflict and following the disarmament process critically. Special attention was given to women, who are often the victims of human rights violations and sexual violence during armed conflicts. In Colombia 25 women's organisations work together, with support from Cordaid, to pressurise the authorities to force all the warring parties to combat sexual violence. This initiative has already led to evidence being given by 886 women. Dutch organisations working in Colombia meet each other in the Platform Colombia.

and NGOs in partner countries; civil society organisations focused mainly on their partner organisations.

Institutions were not only provided with urgently needed funding. Coordination and cooperation between institutions that ultimately form the pillars on which the rule of law rests were improved. The legal system in Uganda, for example, is developing, partly as a result of Dutch efforts. Once donor-driven and financed, the system is now steered jointly by the institutions involved, which realise that they have to work together to achieve results.

Progress is also being made with ratifying, introducing and complying with international agreements, including the required amendments to existing, and the creation of new, national legislation. In Rwanda, for example, new laws have strengthened the safeguards for the independence of different powers and have reduced the backlog of outstanding court cases.

Partly as a result of Dutch efforts, citizens are better informed of their rights, access to legal assistance is improved, violations of human rights have been exposed, and lobbies have been mobilised for amendments to legislation. Cooperation between civil society organisations and local partners played an important role in this respect.

As President of the Assembly of Parties of the International Development Law Organisation (IDLO), the Netherlands played a prominent role in the restructuring of the governance structure of this intergovernmental organisation. The IDLO itself has provided technical and other assistance to

developing countries to help them overcome structural weaknesses affecting the functioning of the rule of law. These might for example include a lack of professional capacity to implement international agreements or bring national legislation into line with international standards. The IDLO has also provided training for legal officials, including courses on environmental and trade law.

Fighting corruption

At bilateral level, through government-to-government support, Dutch efforts have helped to increase awareness of the importance of anti-corruption strategies among governance and legal institutions in partner countries. In addition, politically sensitive issues like corruption have been given a more prominent place on national agendas. Support for internal and external auditing institutions increased control of public expenditure. The Netherlands' efforts were also significant in the ratification of important international anti-corruption agreements. Countries that have committed themselves to multilateral international frameworks can be called to account for their anti-corruption strategies. An example of this is the work undertaken to persuade Egypt to ratify the anti-corruption agreements of the United Nations and the African Union. The Netherlands has also been successful in helping legal institutions to reach judgements more quickly and efficiently in corruption cases.

The threat of reductions in donor contributions if countries fail to produce results in combating corruption can have a positive impact. In Mozambique, for example, after two donors refused to pay part of the flexible budget support instalments when anti-corruption measures stagnated, a

debate arose in the media and, in the second half of 2008, a number of prominent figures were arrested for involvement in corruption. It is important that an integrated approach be taken to combat corruption, as a symptom of inadequate governance. The Netherlands has therefore not only linked its budget support to a political dialogue with governments, but also combines it with support for the media and other watchdog organisations.

In a multilateral context the Netherlands has worked together with other members of the OECD DAC Network on Governance (GOVNET) Anti Corruption Task Team on various instruments to fight corruption effectively. One of these is the Policy Paper and Principles on Anti-Corruption 'Setting an Agenda for Collective Action'. This paper provides the reference framework for the OECD member states in formulating anti-corruption policy and helps to ensure that they adopt a single coherent policy. In 2002, the Netherlands set up the U4 Anti-Corruption Centre together with the United Kingdom, Germany and Norway to gather information on the background, operation and distribution of corruption and distribute it through training courses. The centre has helped embassies to make a more effective contribution to efforts to fight corruption. It has also ensured that better and more practical knowledge on corruption is available, that donors cooperate better, and that corruption has been placed on the agenda in special sectors, such as in the education sector in Honduras.

The Netherlands has supported introduction of the UN Convention against Corruption. It made a financial contribution to a test project in which parties to the convention experi-

Civil society organisations for justice

In Nigeria, partly as a result of efforts by Oxfam Novib, family law has been amended, bringing the rights of women more in line with the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). In 2007 a programme was started in nine countries to strengthen minority organisations so that they can play a more prominent role in national politics. In addition, 495,451 children, women and men received social and/or legal assistance in cases of domestic violence.

In Uganda the court ruled that a husband may now leave his possessions to his wife, a breakthrough because formerly a man's property automatically passed to his own family when he died. The National Association of Women Lawyers (NAWL), which fights for equal rights for women, played an important role in exposing the discriminatory nature of Ugandan inheritance law. Cordaid has been a partner of NAWL for many years.

Together with partners in five countries, ICCO has succeeded on getting access to and violations of the law higher up the political and social agenda. The capacity of seven partner organisations to combat impunity through lobbying has been strengthened. In six countries changes to institutions, legislation or policy and implementation resulted in greater legal security in 2007.

Together with partner organisations in Guatemala, Honduras, India and Peru, Hivos has succeeded in bringing cases of impunity before the court. In developing countries where the rights of vulnerable groups do not receive sufficient attention, civil society organisations are their only source of support.

7.2.3

Input in development

mented on a voluntary basis to assess different methods of fulfilling the commitments imposed by it.

As well as the Netherlands, the following partner countries are also taking part in this test project: Bolivia, Burkina Faso, Colombia, Indonesia, Mongolia, Pakistan and Rwanda. The project examines in what areas the treaty parties do not, or do not yet, fulfil the commitments imposed by the convention and where they need additional support. This gives donors a better understanding of the current situation regarding anti-corruption measures in the partner countries, so that this can be taken into account in the policy dialogue. In addition to this financial contribution, the Netherlands also provided active input for the 2nd Conference of States Parties on Bali in 2008. The Working Group on Review of Implementation is working on a procedure that will eventually be employed to formulate the mechanism for assessing compliance with the convention. The Netherlands' effort focuses on the involvement of civil society, peer review and the openness of reports. After some initial resistance, particularly from the Group of 77 and China, the process is now gradually moving in the right direction. In the Working Group on Technical Assistance, the Netherlands has succeeded in ensuring that technical assistance is not a separate phenomenon in the UN Convention but deserves to be given a place in the discussions between donors and partner countries. In the Working Group on Asset Recovery the Netherlands has argued for the creation of a facility that will allow developing countries themselves to build up the expertise to recover stolen assets. This contributed to the formulation of the Stolen Assets Recovery initiative of the World Bank and UNODC, to which the Netherlands will make a financial contribution from 2009.

The ministry and civil society organisations work together on good governance and society building, both in partner countries and at global level. Good governance is not only a matter for governments in developing countries, but also for citizens, NGOs, the media, trade unions, etc. Although governments are of course the most obvious partners, this does not mean that the ministry maintains relations exclusively with governments in partner countries, or that Cordaid, ICCO, Oxfam Novib, Plan and other civil society organisations work exclusively with NGOs. SNV, for example, works with local governments and embassies with, for example, human rights organisations. The added value of complementary cooperation between embassies and civil society organisations lies primarily in the fact that a contribution is made to social and political development from a variety of standpoints and relationships. Changes in countries occur as the result of interaction between state and society and are the consequence of negotiations, alliances and confrontations. Strategic and complementary development cooperation increases the opportunities for both governments and citizens to influence the nature and speed of change effectively and legitimately. The Results in Development report for 2005 and 2006 contains keywords for more effective policy on good governance and respecting human rights. This section discusses how those keywords have been operationalised to achieve more effective policy.

The importance of political analyses

Thorough political analysis of the governance situation in a country is important for effective development cooperation. It is only possible to make well-considered choices about how best to respond to local dynamics in partner countries

if we have an understanding of those dynamics. This issue has been placed high on the agenda of both the ministry and civil society organisations in recent years.

In 2007 and 2008 most embassies conducted Strategic Good Governance and Corruption Analyses (SGACAs). In a few countries the analyses were completed in the early months of 2009. The SGACAs have contributed to understanding of the governance situation in partner countries, and especially to better understanding of the underlying causes where governance is inadequate. Governance problems are often deeply rooted in processes of state and nation-building and social-cultural mechanisms, and anchored in largely informal rules. Conversely, certain presidential or electoral systems can reinforce the informal concentration of power in specific individuals or ethnic groups. In promoting good governance and society building, partly owing to these analyses, more explicit account is now taken of power and other interests that are not immediately visible, but which do influence governance in practice. The ministry and civil society organisations focus increasingly on promoting interaction between politicians, administrators, civil society and citizens, based on knowledge of not only the formal, but also the informal, rules of the game.

The SGACAs show that it is impossible to separate social, economic and political challenges. Economic growth alone, for example, cannot bring about fair distribution, while development cannot be seen in isolation from established political and economic interests. The case of Uganda, in section three of this chapter, is a good example of how different interests can be addressed in promoting good governance.

Tanzania: greater openness

In Tanzania, a corruption scandal around the Bank of Tanzania solicited a quick political response. Not the immediate suspension of aid, but a demand for openness towards donors and more particularly towards citizens and parliament. Partly as a consequence of this response, the Tanzanian parliament dismissed the government. The majority of business figures and employees involved in the case were arrested and charged. Although most were released again after paying high sums for bail, the cases against them resumed at the start of 2009. Investigations into other major corruption scandals are also at an advanced stage.

To support the media as the driving force behind efforts to combat corruption and bad governance, the Netherlands contributed to the Tanzania Media Fund, launched in December 2008. To counteract obstacles in legislation that weaken the role of the media, the embassy has argued in various fora for improved access to information and lifting of the ban on critical weekly *MwanaHalisi*. A statement on the ban has also been made in the context of the EU. Preparations are currently under way for a law on right to information. There has been a reversal in Tanzania of the widespread opinion that members of the political and economic elite are exempt in the fight against corruption. In addition to the deterrent effect this generates, the actions of the media and parliament have led to a less passive attitude among the general public. Calls for accountability can be heard at all levels

An integrated approach

With an integrated policy, separate policy areas form part of a whole. The need for an integrated policy is confirmed by developments in the various dimensions of good governance. They call not only for an integrated foreign policy but also a combined effort in the fields of security, socioeconomic development and political development. The Netherlands pays considerable attention to this in its development policy, especially in the context of fragile states. The focus here is on the partner countries, but we are also taking more resolute action against 'cheats' at international level. Examples are Dutch support for anti-corruption measures through the United Nations Convention against Corruption, the Stolen Asset Recovery Initiative and the Extractive Industries Transparency Initiative (EITI). EITI works to improve openness and accountability in resource-rich countries regarding revenues from oil, gas and mining activities. EITI is a coalition of governments, businesses, civil society organisations, investors and international organisations. A complementary initiative is 'Publish what you pay' (PWYP), in which an international coalition of civil society organisations are urging businesses to publish what they pay and governments what they earn. The Netherlands is supporting PWYP in a number of ways, including making a contribution to the anti-corruption organisation Global Witness.

Civil society and international organisations have an important role to play in an integrated approach, each from the perspective of their own expertise, such as in South Sudan after the civil war. After the peace agreement was signed,

refugees who had fled to Uganda, Kenya or Ethiopia could have returned to South Sudan, which was now safe, were it not for the fact that there were landmines everywhere and almost no basic facilities. In an integrated approach, Cordaid, Free Voice, the Netherlands Refugee Foundation and UNHCR provided information on mines and how to render them harmless, safe drinking water and latrines, improving health care, the provision of emergency aid and agricultural materials, and information via the radio.

Coordination with international human rights instruments

The recommendation to coordinate Dutch policy with international agreements, protocols and other human rights instruments has been taken up in the Netherlands' human rights strategy.¹⁰ Important aspects of the Netherlands' human rights policy range from arguing for the abolition of the death penalty, a total ban on torture and promoting the rights of women and children, to promoting the freedom of expression, preventing discrimination and defending human rights in the context of security policy and counterterrorism. The policy has increasingly focused on introduction of the internationally agreed human rights standards at country level and less on setting standards itself. The Netherlands supports the introduction and monitoring of human rights standards through a variety of fora, including the United Nations (Commission on Human Rights, Third Committee of the General Assembly, OHCHR), the European Union, the OSCE and the Council of Europe.

Better coordination

In the period under review the Netherlands devoted much attention to coordination by donors and common priorities. Streamlining (harmonisation) and alignment of policy are the guiding principles. In many partner countries, including Zambia, Tanzania and Mozambique, monitoring points were established to measure the progress made on various governance themes. Progress, and especially the lack of it, was discussed during the policy dialogue with national authorities. The effort was not only restricted to governments. In Accra, during the interim evaluation of the Paris Declaration, the Netherlands emphasised the role to be played by national parliaments in ensuring accountability. And civil society organisations in the North and South are working together to ensure recognition of the role an independent and self-aware civil society can play in development processes. At the Institute for Social Studies (ISS) the Civic Driven Change initiative was launched, in which international thinkers join forces to emphasise the importance of civil action or social engagement for development. More so than the state or the market, where established political and economic interests reign, civil society harbours 'agents of change'.¹¹

Working together on good governance

Good governance and society building is in the first place a matter for people in the partner countries. The cooperative relations between donors and partners must ultimately benefit those between governments and citizens in the countries themselves. A greater effort has therefore been made

to take advantage of the fact that an integrated approach, through bilateral and multilateral channels, can have a greater impact on policy. And the focus on not only formal, but also informal, rules of the game – and particularly on the relations between governments and citizens – has led to both more realistic ambitions and innovative approaches that promise good results in coming years. Opportunities to contribute to better governance in the sectors are also being taken, for example by promoting the participation of citizens to achieve a broader and better informed debate. At sectoral and local level we are now working more often with political and economic analyses, such as with the decentralisation process in Tanzania and the legal sector in Uganda and Rwanda.

A Support Programme for Institutional and Capacity Development (SPICAD) has been developed for embassies in the partner countries, partly based on understanding of the complexity of institutional and capacity development in the political environment in these countries. The SPICAD can help embassies to translate the findings of political analyses into concrete efforts to develop institutions and capacity. The analyses also help the embassies to determine accurately what capacity they need themselves to implement their strategies.

Since 2007, cofinancing organisations and embassies have been obliged to try and work together in complementary way. The more intensive collaboration this has generated is especially crucial in the field of good governance.

It is most advanced in Zambia, Mozambique, Uganda, Guatemala, Bolivia, Bangladesh, Ethiopia and Albania. In October 2008, for example, the embassy in Lusaka signed a declaration of intent, together with SNV and the Zambian authorities, to achieve further decentralisation in the field of education. SNV's added value is in its knowledge, contacts and presence in the districts, while the embassy funds the education sector through the Zambian Ministry of Education. Complementarity – organisations and governments complementing each other – also has a permanent place on the agenda in consultations between the ministry and civil society organisations. In 2008 two discussion days were organised around the policy dialogue on 'Development is change'. Issues under discussion included politicisation and accountability. The policy memorandum for the non-governmental channel heralding a new grant period (MFS II), pays explicit attention to streamlining policy (harmonisation) and complementarity. Drawing up a joint analysis of the political, economic, social and cultural context van a country, taking account of the different roles of embassies and civil society organisations, would be a good basis.

Strategic partnerships and joining forces with reform-minded actors

Strategic partnerships¹² and joining forces with reform-minded organisations and other actors are central to, for example, embassies' efforts in respect of political, administrative and social accountability in their relations with the partner countries, the cooperation with SNV, VNG and

others, the Fund for Development, Plurality and Participation (FOPP) and the International Institute for Democracy and Electoral Assistance (IDEA). For example, the embassy in Pretoria focuses explicitly on formal and informal mechanisms to improve accountability to citizens and allow them to participate in setting priorities. In 2008, a programme was set up together with SNV and VNG in a number of partner countries to increase the quality of accountability by governments to their own populations at central and local level. The programme takes account of the interests of the government and civil society in demanding and providing accountability. In the Islamic countries of Mali, Nigeria, Egypt and Morocco, the embassies have received funding from the FOPP for innovative activities which will help achieve greater openness or speed up the process of deepening democracy. The proposals developed by these embassies in 2008 explicitly seek to link up with normal citizens and, for example, reform-minded Islamic actors. As an intergovernmental organisation with member states from all continents, International IDEA is in an excellent position to conclude partnerships with countries on the basis of equality to promote the further introduction of democracy. IDEA's integrated strategy entails making knowledge and instruments available, influencing policy and providing concrete support for reform processes. The focus here lies not only on building up institutions but on substantial themes like democracy and development, democracy and diversity, gender, and peace and security. As of 2008, the Netherlands has strengthened both its financial contribution to and active cooperation with IDEA.

In the period under review, theme-based organisations funded for their specific focus on good governance (such as the Netherlands Institute for Multiparty Democracy (NIMD), European Parliamentarians for Africa (AWEPA) and the VNG) widened and deepened their strategies. Within their special niches of cooperation with political parties, parliaments and municipalities they aimed not only to strengthen these institutions, but to help them function better in the broader context of relations between state and society. AWEPA, for example, promoted the involvement of Southern parliamentarians in the interim evaluation of the Paris Declaration in Accra and has raised the issue of expenditure of public funds in the international debate on parliamentary control in developing countries themselves. The NIMD has not only strengthened the capacity of political parties by providing training, but has also promoted the interaction between politicians and citizens in Latin America through debates and cooperation with the media. The VNG is a partner in the cooperation on accountability already mentioned above.

In 2007 and 2008 the Netherlands was also involved in the EU's governance initiative. Incentive tranches (instalments of a loan) are allocated to ACP (Africa, Caribbean and Pacific) countries which can provide evidence that they wish to improve their governance. Within the OECD, the good governance platform GOVNET participates in and gives direction to the international debate. The GOVNET conference in 2007 brought important international actors, including academics, donors and representatives of developing countries, NGOs, the World Bank and the UN together for the first

time to discuss governance assessments. GOVNET is also taking the lead in the field of taxation and accountability in terms of providing lessons for policy formulation. Together with the World Bank, DFID and Norway, the Netherlands has set up the Governance Partnership Facility (GPF). In this way, through a strategic partnership of international donors, efforts to improve governance in partner countries are improved. UNDP is also an important partner for the Netherlands in the area of good governance. The funding it receives helps governments to fight corruption, create an independent judiciary and organise elections.

- 2 Ibrahim Index of African Governance 2008
- 3 Economist Intelligence Unit, index of democracy 2007
- 4 Economist Intelligence Unit, index of democracy 2008
- 5 E.g. European Union Election Observation Mission Reports
- 6 E.g. Cordaid report, Friends or Foes, Counter Terrorism Gone Awry (October 2008).
- 7 Economist Intelligence Unit, index of democracy 2008
- 8 Ministry of Foreign Affairs messaging system from Cotonu
- 9 Global Integrity Index 2007: Key findings
- 10 Dutch human rights strategy 'A life of human dignity for all'.
- 11 Alan Fowler & Kees Biekart, Civic Driven Change, Citizen's Imagination in Action
- 12 A partnership is a specific form of cooperation between partners from different sectors, for example between governments, civil society organisations, businesses and knowledge institutes.

Figure 7.2 Expenditure on good governance per channel
(millions of euros) (Source: Ministry van Foreign Affairs (FEZ))



7.3

Country cases



7.3.1

Kenya



Trends and issues: a façade of democracy

Since the reintroduction of a multi-party system in 1991 Kenya has held elections on four occasions (1992, 1997, 2002 and 2007) in which, in theory, the struggle for political power was open. In the run-up to the elections of December 2007, the democratic process was successful in terms of the involvement of Kenyans in political debates. Unlike other African countries, it was impossible in Kenya to predict which party would win. The crisis after the presidential elections, however, brought a number of weaknesses to light in governance and important legal institutions.

Central and recurring themes are the scale of the executive power, which lies with the president, and the separation of powers. Parliament, the judicial authorities and local government play only a marginal role in decision-making. The political elite is still able to maintain the status quo of neo-patrimonialism, corruption and nepotism, often making use of provisions in the Constitution. However, parliament – and especially the Parliamentary Accounts Committee – is becoming more assertive. Kenya is a good example of a country where all democratic institutions and a legal framework for the rule of law are present. Nevertheless, to understand the situation and events in Kenya clearly, it is above all necessary to look at what is happening behind the institutional façade and identify the rules by which political decisions are made. Ethnicity, private interests, patronage, authoritarianism and nepotism play an important role, although there is growing resistance to them from NGOs and the private sector. In 2008 the international community also played a crucial role in ending the violence in the country. It is, however, uncertain whether harmony will prevail.

Although more is being invested in raising awareness of the problem and despite the government's rejection in 2007 of parliament's proposal to grant an amnesty to all corrupt members of the previous government, corruption continues to occur throughout the system on a small scale while, on a larger scale, it seems to be increasing rather than decreasing. Although the Anti Corruption Commission and Attorney General claim to be working on serious corruption cases, they have as yet produced no concrete results other than legal proceedings against a number of high-ranking officials. Politicians suspected of corruption can stay in office and are even re-admitted to the cabinet.

The Netherlands' input in Kenya

During the crisis in Kenya, the embassy joined other international actors in applying constant pressure on the authorities to seek a solution: a representative government with which Kenyans could identify, which would restore peace and tackle the causes of the conflict. It coordinated the organisation of meetings of the international community with non-governmental organisations, including human rights organisations, employers' associations and others seeking a solution. Together with other embassies and consulates, the embassy supported the Annan process (implementation of the agreement between the government and opposition engineered by UN Secretary-General Kofi Annan after the violence surrounding the elections) by issuing two statements, which received broad support. The statements made clear if the Party of National Unity government made decisions that exacerbated the situation, it would adversely affect relations with the international community, and donors in particular. There was no question of

business as usual. Shortly after the elections, the NIMD and its local partner, the Centre for Multiparty Democracy Kenya (CMD-K), arranged consultations between high-level representatives of all political parties and civil society organisations to prevent further conflict.

The embassy also created a democratic governance facility for civil society organisations. Because of the crisis, the first part of the loan was allocated to NGOs active in the area of peace and reconciliation and to critical monitoring of the government's introduction of the National Agreement. Together with other donors, the embassy set up the National Response Initiative (NRI) to allow a quick response to the effects of the crisis. The NRI supports organisations that protect and defend human rights and which fight against impunity.

Hivos supports the local organisation Community Based Development Services (Cobades) which has been giving citizenship training in communities for ten years on democratic principles, human rights and the value and working of legislation. Cobades trains primary and secondary school teachers and provides local governments with information on elections.

In 2007 Butterfly Works conducted a text message campaign to encourage people to influence the election results with their mobile telephones. Kenyans were also asked for their opinions on everyday issues and the results fed back through the television and radio programmes and published in the newspapers. In this way, 30,000 people took part directly in the discussions on the elections.

Population	31,639,000
Area	580,367 km ² (14 x the Netherlands)
Capital	Nairobi
Religion	Christendom 78% Islam 10% Indigenous faiths 10%
Ethnicity	Kikuyu 22% Luhya 14% Luo 13% Kamba 11% Kisii 6% Meru 6% Masai 1.5%

Birth rate	40 births / 1,000 inhabitants
Mortality rate	14 deaths / 1,000 inhabitants
Infant mortality rate	59 deaths / 1,000 births
Life expectancy	45 years
Illiteracy	16% (>15 years old)
Food supply per capita	9,016 kJ per day (2003)
Health care	one doctor / 7,143 inhabitants (2002)
Vaccination rate	73% (2003)
Employment in agriculture	79.6%
Employment in industry	7%
Employment in services	13.4%

Purchasing power (GDP) per capita	€1,037
Growth in GDP 1990-2003 per capita	-0.6% per year
Exports	Tea, coffee, potato products, fish, cement
Imports	Machinery, means of transport, petroleum products, iron and steel, synthetic materials
CO ₂ emissions (2003)	0.3 tonnes per inhabitant
Energy consumption per inhabitant (2002)	699 kg carbon equivalent
Energy balance	16% deficit (2002)

In cooperation with other donors the Dutch embassy succeeded in ensuring that the priorities of the Governance, Justice, Law and Order Programme (GJLOS) were adjusted after the crisis. The programme must now focus more on current problems and actively contribute to finding a new consensus. It still, however, has to achieve this in practice.

Conclusion: research as the basis for choices

Investing in the development of institutions alone, without investing in the relationship between state and society, is not effective. Good governance is about how institutions function in the wider political and social environment and has to be linked to society building. Systematic analysis and continual monitoring of the political and administrative context are essential in the strategic determination of support for good governance. The SGACA exercise at the end of 2008 helped provide a sound and thorough foundation for the choices made by the embassy.





Kenya

Jane Mwikali

Who?

Jane Mwikali (34) is a businesswoman. She works on creating a safe living environment and on reconciliation between different ethnic groups. She lives in Kaptembwa, in the district of Nakuru.

What role do you play?

I am involved in the Release Political Prisoners (RPP) project that was set up in March 2008 and is engaged with reconciling different ethnic groups in Nakuru. As part of the project I organise meetings and sports and other activities to improve relations between the groups. In addition we support a committee researching the violence during the elections (also known as the Waki Committee). We advise people to gather evidence about the violence and urge them to call their leaders to account.

How important are your activities?

Before the project started, there was a lot of tension between the different ethnic groups. They each had their own markets, water points and even churches. Our project brings people into contact with each other again. Without our activities reconciliation would be out of the question. In Nakuru and the surrounding area it is quiet again now. Many people have returned to their homes and gone back to their old lives.

In addition to our reconciliation activities, we have also helped people to make statements to the committee investigating the election violence. We prepared them for the committee hearings and gave them the confidence to tell their stories.

How does your project relate to the achievement of the Millennium Development Goals?

The project is directly related to the achievement of the MDGs in Nakuru. Many facilities that can help us to achieve the goals were damaged or destroyed during the violence. For example, many schools and water reservoirs were destroyed. Children could not go to school, there was less trading and sick people could not go to hospital. By helping to reconcile the different groups we have improved the circumstances under which the MDGs can be achieved.

How do you feel about being partly dependent on external funding?

We are all people, and we can help each other. The government does not concern itself with restoring peace, but just leaves it to others. We have regularly suffered the same violence since 1992, but the government has never helped us to deal with our traumas. It was a great relief when RPP was set up.

What would you change if you were the Dutch Minister for Development Cooperation?

First of all I would make sure that there is enough food for poor countries. Then I would concentrate on direct poverty alleviation so that everyone could meet their basic needs; especially in slums and other places where poor people live. I would also like to improve the position of women and young people. I would organise women in self-help groups and make sure that their children could go to school.

Is there anything else you would like to say?

Strengthening the position of citizens at local level is very important. That enables them to make informed choices and resist the abuse of power by the political elite. Governments have to render account to their citizens and improve their economic position. Community projects, for example in the field of sport, could accelerate this process. People are less likely to behave badly if they are content.

Text: Otieno Aluoka
Photo: Otieno Aluoka

7.3.2

Uganda



Trends and issues: far from being a multi-party democracy

Although Uganda has had a multi-party system since 2006, the country is still far from functioning as multi-party democracy. In reality, Uganda continues to be a single party state, ruled by a president with far-reaching powers. There is a trend towards political concentration, more constricted political space, persistent corruption and a political elite that is mainly concerned with consolidating its power and serving its own ethnic group or region. The original intention of the governing party to involve a broader group of citizens in politics has had little effect. There are even concerns that the political elite is becoming increasingly exclusive. The media, civil society and the judiciary have come under pressure. The separation between the executive and legislative powers has become blurred as both are dominated by the governing party. The executive is increasingly taking control of the government in Uganda and this is undermining potentially positive developments. When the courts ruled that it was no longer necessary to obtain police permission before holding political and other meetings in public, the executive chose to ignore it.

Another typical characteristic of governance in Uganda is the large gap between formally drafted legislation, policy and plans, and compliance and implementation. The government has, for example, drawn up comprehensive plans to tackle poverty, in the form of a poverty-reduction strategy paper (PRSP), but does not base its actions on the priorities laid down in the paper, with the result that no significant progress is made. Although Gross Domestic Product (GDP) has increased in recent years and the income of most Ugandans has increased, development lags behind in important sectors like health care. The government mainly has regulatory power, but has less power to implement policy successfully. Parliamentary Accounts Committees have been

successful in calling government officials to account and drawing attention to irregular spending of public funds by central and local governments and parastatal bodies, businesses and agencies controlled wholly or partly by the government. They have had less success, however, in getting their recommendations taken up by the executive.

There are also problems in implementing measures to tackle corruption. Corruption is widespread, running through different sectors, including the legal system. Compared to other countries in the region, Uganda has good anti-corruption legislation and institutions, but implementation and compliance are obstructed by political interference and a lack of resources. There are, for example, plans to set up an Anti-Corruption Court within the Supreme Court to expedite the quick and effective processing of corruption cases. However, the court is not yet operational because it is not clear how it is to be financed.

The Netherlands' input in Uganda: seeking opportunities

The trends described above have an impact on the extent to which development results have been achieved in Uganda in the period under review. The donor community has threatened sanctions if there continues to be a lack of progress towards good governance. For a number of years now donors have concluded that there is less good governance in Uganda. There has been insufficient progress in fighting corruption, serious human rights violations in Karamoja, and a lack of respect for the rule of law. The donor community responded largely, in addition to insisting on good governance programmes, by cutting budget support and intensifying the political dialogue. In 2007, because the alarming governance situation persisted, the Netherlands decided to review its position. The main question was, given the political context, how the Netherlands could make the

most effective contribution to poverty reduction and improving governance. To determine this, a political analysis was carried out. It examined the risks generated by the political and governance-related climate and what would work best in the political and social context. It charted the various interests and motives, the power relations in the country, and the change processes and actors that would be worth supporting.

The political analysis confirmed that the Ugandan government is primarily concerned with staying in power. It has, however, succeeded in recent years in creating relative stability in the country and has undertaken to implement those parts of the poverty reduction agenda that are important for it to retain its power. Despite the different interests of the Netherlands (especially poverty reduction) and Uganda, there is some overlap. In education there is clearly a shared interest, especially in the run-up to the elections in 2011. The Ugandan government has shown before that it gives education priority at election times. The Netherlands will therefore focus in the coming years on more and better educated children who successfully complete their schooling, and better educational services at district level. We will aim to provide funding on the basis of results, to create incentives for the government to make a genuine effort to achieve development goals. The first success has been achieved with the Quality Enhancement Initiative. An active policy dialogue and diplomacy have led to a shift in the education debate. It previously focused solely on increasing access to education, without more children being able to read and write; now the discussion is about the need for good quality education.

A similar political approach, based on interests and motives, is applied in promoting good governance in Uganda: changing the rules of play in the long term instead of

Population	25,633,000
Area	241,038 km ² 5.8 x the Netherlands
Capital	Kampala
Religion	Christendom 84% Islam 12% (2002)
Ethnicity	Baganda 17% Banyakole 10% Basoga 8% Bakiga 7% Iteso 6% Langi 6% Achooli 5% Bagisu 5% Lugbara 4% Bunyoro 3% (2002)

Birth rate	47 births / 1,000 inhabitants
Mortality rate	12 deaths / 1,000 inhabitants
Infant mortality rate	66 deaths / 1,000 births
Life expectancy	45 years
Illiteracy	32% (>15 years old)
Food supply per capita	9,876 kJ per day (2003)
Health care	one doctor / 20,000 inhabitants (2002)
Vaccination rate	81% (2003)
Employment in agriculture	84.3%
Employment in industry	4.6%
Employment in services	11.1%

Purchasing power (GDP) per capita	€1,457
Growth in GDP 1990-2003 per capita	3.9% per year
Exports	Coffee, fish, cotton, tea, flowers, horticultural produce, gold
Imports	Petroleum products, machinery, textiles, metals, means of transport, food
CO₂ emissions	0.1 tonnes per inhabitant (2003)
Energy consumption	31 kg carbon equivalent per inhabitant (2002)
Energy balance	57% deficit (2002)

confronting the neo-patrimonial system directly. Taxation is seen as a good way of involving citizens actively in governance and to stimulate the demand for government to be accountable or its actions ('no taxation without representation'). The Netherlands has chosen to support the Uganda Revenue Authority (URA) as a strategic partner. Fighting corruption also depends on encouraging citizens to call for greater accountability. In the education sector, anti-corruption measures will focus on setting up or reviving school boards and parent teacher associations, to give citizens greater direct control over the delivery of services.

In the context of strengthening accountability processes the recently adopted National Audit Law is a step in the right direction, as it gives the Ugandan court of audit greater autonomy. The introduction of a new form of taxation at local level can also encourage citizens to call more strongly for accountability. Local taxation also means higher local revenues, enabling effective services to be guaranteed. The fact that, as the result of investigations and recommendations by the government inspectorate, money that had been estranged from local governments has now been recovered, is an important signal in the fight against corruption.

There are also areas in which the interests of the Ugandan government and those of the Netherlands diverge, such as on a number of human rights issues. Discussions and other activities have been conducted on homosexual rights, combating female circumcision and the death penalty. Progress in such areas was difficult and limited.

Fourteen Ugandan and five Dutch organisations (CMC, Cordaid, Hivos, ICCO & Kerk in Actie, and Oxfam Novib) work together in the Uganda Governance Monitoring Programme (UGMP). The Ugandan partners systematically monitor developments in the field of good governance in

the country and write an annual public report on democratisation, human rights, transparency, accountability and conflict solution. The reports are used to provide information for lobbying to influence policy both in Uganda and in the Netherlands.

To improve the effectiveness of the broader Dutch effort – i.e. by both the government and civil-society organisations – in Uganda, the embassy will draw up 'complementarity agreements' for the cooperation between the education sector with SNV and four civil society organisations.





Uganda

Michel Rentenaar

Who?

Michel Rentenaar (46) is a diplomat and head of development cooperation at the Dutch embassy in Uganda. He lives in the capital, Kampala.

What is your position?

As head of development cooperation I am responsible for making sure that the Dutch development funds destined for Uganda are spent as effectively as possible. Together with my team I have conducted an analysis of the shared interests of the Netherlands and Uganda. This analysis forms the basis of the Netherlands's development assistance in the country.

How does that work in practice?

Uganda used to be a 'donor darling'. Many things are still going well, but we must not close our eyes to things that are not going as well. We have to do some hard talking with the Ugandan government about the results we need to see in areas where we have a shared interest, like education and justice. The Ugandan government sees free education as a way of staying in power; the Netherlands sees a direct link between good education and structural poverty reduction. The Ugandan government sees security on the streets as an important factor in maintaining stability; the Netherlands sees it as a primary condition for allowing refugees to return from the camps and start working their own plots of land again, which will also contribute to structural poverty reduction. This is especially the case in war-torn North Uganda

How is your work related to Millennium Development Goals 1, 2 and 3?

The ultimate aim of all Dutch development efforts in Uganda is structural poverty reduction. As far as MDG-1 is concerned Uganda is making good progress (extreme poverty is expected to be halved by 2015). One of the Dutch embassy's main priorities is primary education, the subject of MDG-2. All Dutch efforts in that sector are aimed at improving the quality of primary education. In the justice sector we are working together with the Ugandans on protecting women's rights. You can read more about our working methods in the Uganda country case. The MDGs will not be achieved with good intentions, but by negotiating in hard and clear terms with the government of Uganda on the results we want to achieve.

What do you think about dependence on external funding?

The success of our development projects in Uganda depends on the Netherlands' financial support. With that support, the Netherlands 'buys' the desired development results.

Text: Michel Rentenaar
Photo: Nico Commijs

7.3.3

Mali



Trends and issues: further democratisation

Observers have been positive about elections held in Mali in the past decade, including the most recent presidential and parliamentary elections in 2007. After largely domestic criticism (of voting lists, corruption, doubts about the effectiveness of the temporary electoral committee, etc.) President Touré set up a commission which is due to propose recommendations for further strengthening democracy at the end of 2008. Concrete proposals for changes to legislation and the constitution will follow in 2009. At the same time the low turnout at the elections illustrates the low level of involvement of the general public in political processes, despite the great value they attach to democracy. The government does involve representatives of political, social and religious groups in consultations, for example on new legislation on agriculture or family law. That is typical of the Malian governance culture, in which consensus is of great importance. In 2008, the 'Code de la Famille', an important piece of legislation on the position of women, was reviewed by a committee and presented to the president. The dossier has been making difficult progress for many years and invokes a lot of resistance from religious leaders and others. Parliament does not play a significant regulatory or representative role, political parties are weak links in the country's democracy, the opposition is weak and civil society is active but not always equally effective.

The decentralisation of powers to provinces and municipalities is progressing gradually. In health, education and the supply of drinking water important powers have been transferred to municipalities but technical and financial resources have not yet been transferred, which has an adverse

effect on the quality of the service. In respect of the rule of law, the judiciary is in theory independent, but is in practice heavily interwoven with politics, making it sensitive to corruption.

Although new legislation has been proposed or adopted in recent years in a variety of areas, including improved public procurement and modernisation of tax laws, established interests in the political and economic elite are a persistent obstacle to implementation. This creates a feeling that the elite are beyond the reach of the law, while the business climate suffers from the fact that smaller entrepreneurs cannot rely on legal security.

There is considerable political progress in the fight against corruption. Reports by monitoring bodies like the *Vérificateur Général* are taken seriously. The Minister of Mines, Energy and Water, for example, resigned because of criminal charges being brought against him for fraud. In addition, at the end of 2008, a national debate on corruption was instigated on the initiative of the president, which led to many problems being discussed in public. This is unique in the African context and the prime minister made a personal pledge to incorporate the conclusions in an action plan.

The security situation in the north of Mali continues to be a cause for concern. Unrest is on the increase, especially attacks by Tuareg rebels on army camps and troops. Trading in drugs is also expanding, and could eventually undermine the country's stability. The regional meeting of government leaders, convened by the president, on peace, security and development in the Sahel region has not yet progressed beyond a preparatory meeting.

The Netherlands' input: support for the elections

Good governance was a main priority of the Dutch presidency of the donor group in 2008. Political messages were drawn up for each theme (justice, public sector reform and decentralisation, public finance management, etc.) which donors use as a guideline in the political dialogue. This contributed to the fact that, at the end of 2008, the prime minister issued an instruction to make progress with the process of decentralisation. The instruction set a number of deadlines. The Netherlands was also actively involved in discussions with civil society organisations to strengthen their oppositional power. The aim is for this to lead to a joint donor fund in 2009.

In 2007, the Netherlands once again helped ensure that the presidential and parliamentary elections proceeded correctly, a role it has been fulfilling since 2002. The embassy successfully provided support in such a way that political and financial ownership was as far as possible in the hands of the Malian government, including a joint donor fund managed by the Malian interior ministry. Cooperation with political parties by the NIMD (which in 2007 included training party officials and drafting a code of conduct) helped to reduce political tensions during the election year. Public debates with politicians were also organised to encourage discussion of the issues. SNV coordinated activities to increase the participation of women and strengthen the activities of local and international NGOs. The government placed the low turnout in elections on the agenda in the national civic education programme, in which the embassy participated.

Population	11,626,000
Area	1,240,192 km ² (29.9 x the Netherlands)
Capital	Bamako
Religion	Islam 90% Indigenous faiths 9%
Ethnicity	Bambara 32% Fulani 14% Senufo 12% Soninke 9% Malinke 7% Berbers (Tuareg) 7% Songhai 7% Dogon 4%

Birth rate	50 births / 1,000 inhabitants
Mortality rate	17 deaths / 1,000 inhabitants
Infant mortality rate	108 deaths / 1,000 births
Life expectancy	45 years
Illiteracy	81% (>15 years old)
Food supply per capita	9,358 kJ per day (2003)
Health care	one doctor / 20,000 inhabitants (2002)
Vaccination rate	69% (2003)
Employment in agriculture	85.8%
Employment in industry	2%
Employment in services	12.2%

Purchasing power (GDP) per capita	€994
Growth in GDP 1990-2003 per capita	2.4% per year
Exports	Cotton, gold, cattle
Imports	Petroleum, textiles, machinery, construction materials, food
CO ₂ emissions	0.1 tonnes / inhabitant (2003)
Energy consumption inhabitant (2002)	30 kg carbon equivalent per
Energy balance	80% deficit (2002)

Because the government was more concerned with mobilising voters on an ad hoc basis rather than increasing citizens' participation in general, it made little use of the excellent instruments developed within the programme. Consequently the final result was less positive than it could have been. Civil society organisations supported NGOs that promoted participation in the elections, which contributed to a slightly higher turnout in some areas.

The Netherlands made efforts to ensure the participation of civil society in drafting and monitoring the poverty reduction plan. In dialogue with the government, the embassy helped to create opportunities for participation and gave financial support to the *Conseil National de la Société Civile*, the civil society umbrella organisation. Dutch civil society organisations also provide the *Conseil* with technical assistance. In the field of decentralisation, the embassy and other donors are holding consultations with the government on the preliminary conditions required for decentralisation to take place, such as the transfer of human and financial resources to local level. SNV and the VNG are supporting the *Association des Municipalités du Mali* (the Association of Malian Municipalities) and individual municipalities which are being given more powers.

The Netherlands is not contributing to the national justice programme. In the past this Malian government programme has produced few results and implementation has been hampered by the challenges described above under 'Trends'. The functioning of the rule of law is, however, discussed in the political dialogue, including in the context of budget support. Cooperation with Malian human rights organisations promotes the access of normal citizens, and

women in particular, to the legal system by, for example, providing legal assistance and improving knowledge of the law and the legal system. The *Clinique Juridique DEME SO*, supported by the embassy and Oxfam Novib, has trained paralegals and set up legal advice centres. The Center for International Legal Cooperation (CILC) has provided national coordination of the paralegal training.

Corruption has been a persistent theme in the political dialogue with Mali. In 2008 the embassy, together with SNV, the cofinancing organisations, the Royal Tropical Institute (KIT) and the NIMD, held a seminar on corruption, in which the *Verificateur Général*, parliamentarians and Malian partner organisations took part. A follow-up meeting is to be held in March 2009. By encouraging the debate a contribution is made to voice and accountability, especially public accountability for the expenditure of Malian institutions. The cofinancing organisations support NGOs in organising local debates on municipal expenditure and revenues.

Conclusion: Mali is on the right track

Mali has proved to be stable in recent years. Developments in democratisation have been positive. The government and civil society have taken initiatives to improve the quality of governance and promote justice in society. However, the fundamental social changes now taking place in Mali will take time. The challenge for development partners is to respond strategically to opportunities to accelerate and deepen the process by, for example, complementing, encouraging and supporting as fully as possible the interaction between Malian politicians, administrators, civil society organisations and citizens, especially those who are driving change.





Mali

Ibrahim Koreissi

Who?

Ibrahim Koreissi (44) is a lawyer and coordinator of an organisation that defends the rights of citizens. He lives in the capital, Bamako.

What is your position?

I am one of the founders and the national coordinator of Deme So, an association that aims to give everyone access to the legal system.

How does that work in practice?

The large majority of the population lives in the countryside, but most lawyers live in the major cities. Deme So trains people in villages in basic rights so that they can support their fellow villagers. We also work in prisons and help ex-detainees to reintegrate in society after they have been released. And we give legal assistance to women's organisations that are fighting to reduce poverty.

How important are your activities?

Mali is a constitutional state and a democracy, but it still has a high rate of illiteracy. Few people know their rights. Deme So introduces the rural population to the law and the legal system, with very positive results. We want to make the legal system accessible for everyone. In Mali you normally need to be rich or well-educated, but for Deme So wealth, education or gender are not important.

Good governance is a precondition for poverty reduction. How is your project contributing to that?

A farmer may have a good harvest, but if he has a legal problem he is in danger of losing all his possessions. Court cases are very expensive in Mali. A divorce alone can cost as much as 230 euros. The work we do is contributing to the Millennium Development Goals. And we are working to give women greater participation in politics. Despite all measures that have been taken, that remains very limited. Women constitute more than 51% of the population, and political parties should take that into account when drawing up their lists of candidates.

What are your expectations regarding achievement of the MDGs?

In normal circumstances, the state should inform the people of their rights, but that is not the case here. That is why it is important that we disseminate information on the MDGs, so that we can draw up the balance of progress made together and take any necessary measures to ensure that the goals are achieved in 2015.

How do you feel about being partly dependent on external funding?

Our work is in the interests of the people and normally speaking the Malian state should contribute to our activities. As that does not happen, we are happy with the all support we get from abroad.

What would you change if you were the Dutch Minister for Development Cooperation?

I would lay more emphasis on the rights of citizens. If people do not know their rights, and are not well-off or educated, they have a problem.

Text: Moussa Fofana
Photo: Moussa Koné

Conclusions

Good governance and society building

In its evaluation of the Netherlands' Africa Policy 1998-2006 the IOB concluded that the increasingly technical analysis of good governance in partner countries has made it more difficult to acquire an insight into processes that take place behind the façade of formal institutions. It advised focusing more on strengthening 'checks and balances'.

In 2007 and 2008 the policy on good governance, partly fed by deep-going analyses like the SGACAs, adopted a less technical and more political approach. Sustainable and just societies and global development cannot after all be achieved without genuine political and administrative changes. The challenges of our time (with the exception of a few Asian countries and the Middle East) are no longer related to the start of the democratisation process, but much more to the deepening of young, hybrid and other democracies. Research, national and international policy formulation and experiences in the field show more than clearly that the mere presence of formal institutions is no guarantee of good governance and constructive society building. The greatest challenge is therefore to help ensure that principles like voice and accountability, transparency and tolerance are actually put into practice. The case of Kenya especially illustrates this aspect of good governance and society building.

The Netherlands' development effort has now been determined, more emphatically than in the past, by the context in developing countries themselves. Two aspects of this in particular require further explanation. First, a better understanding of the complex political, social, cultural and otherwise complex realities of the situation in partner countries has resulted in the Netherlands operating on a more strategic and political basis. As the concrete results of policy changes by definition emerge later in the field than the changes themselves, what works and does not work with a more political approach will only become apparent in the years to come. An example of a more political approach is seeking shared interests, despite the diverging motives of donors and recipient governments, as illustrated in the case of Uganda. Translating political analysis into more effective development cooperation will continue to receive attention in the coming period.

A second aspect of 'context' is the fact that good governance and society building in developing countries is largely a matter for people in those countries. However, development cooperation creates opportunities that many people would not have or be able to take advantage of (or certainly not as quickly) without political, moral or financial support. International alliances and various forms of support also give a boost to 'drivers of change' in developing countries. This means, however, that support must primarily help promote effective and legitimate political processes in developing countries, more than that donors can determine the results of those processes. Political and social development is achieved through the interaction with and above all between politicians, administrators, citizens, etc. in developing countries. That the complimentary cooperation and strategic contribution of development partners within the specific context should be targeted more directly so as to make an optimal contribution to this kind of sustainable change was illustrated by the case of Mali.

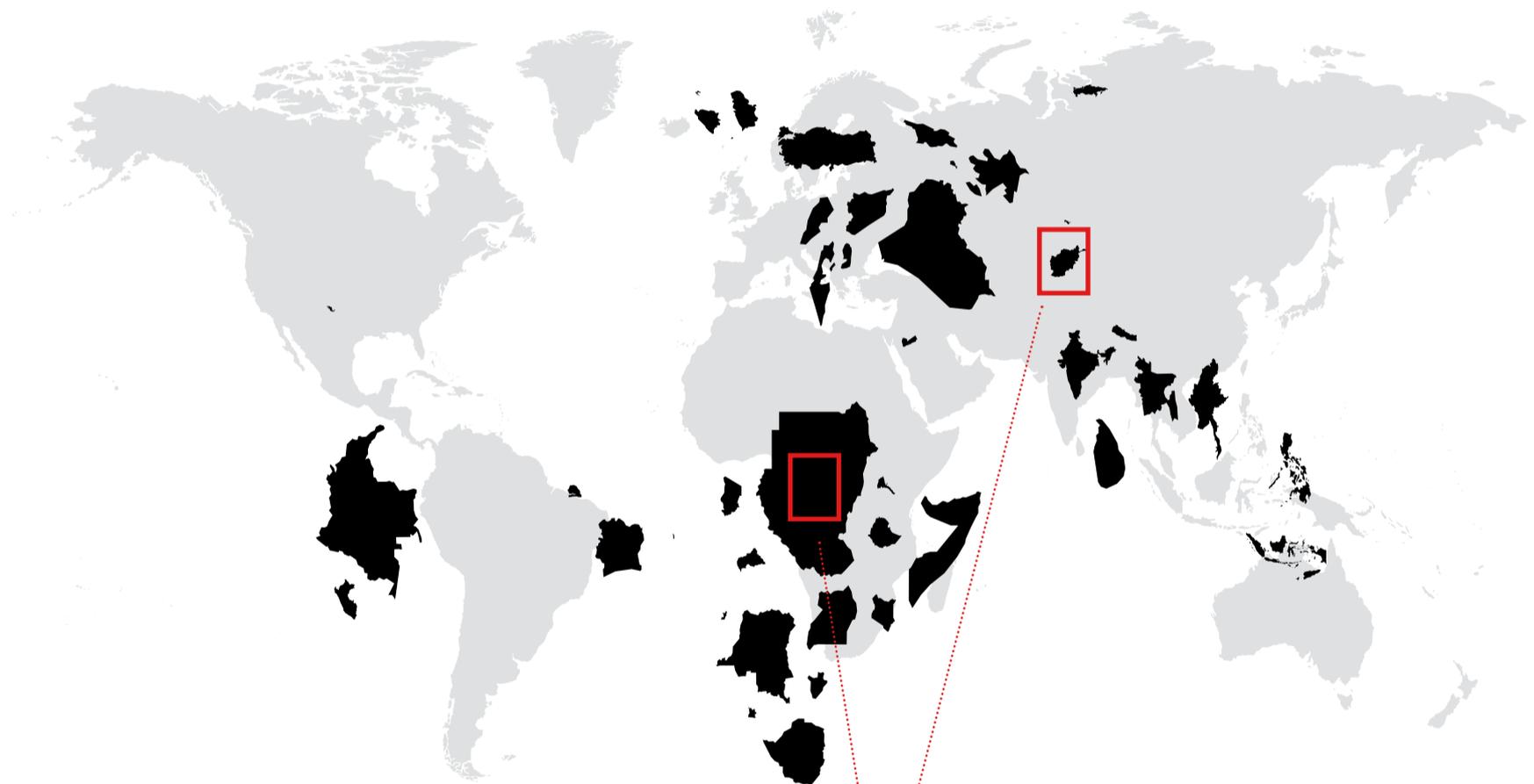
In 2007 and 2008 significant results were achieved regarding the priority that governments and citizens in developing countries themselves assign to good governance and society building, the public debate on these issues, the capacity to act, etc. With those results, the Dutch government and civil society organisations made an effective contribution to democratisation, the effectiveness of governance, the functioning of the rule of law, and the fight against corruption in developing countries. In concrete terms, efforts in the area of democratisation have contributed to successful elections, the political participation of citizens and civil society organisations, more space and an expanded role for the media, and greater transparency and accountability of government. In respect of the effectiveness of governance the Netherlands' activities in partner countries have helped to achieve greater decentralisation, better and more transparent public finance management, and good governance in individual sectors, which is a precondition for good service delivery. In the field of the rule of law, the Netherlands has contributed to increasing knowledge of and access to the law, coordination and cooperation between legal institutions and the ratification, implementation and compliance with international agreements. The contribution to the

fight against corruption included support for the debate on corruption in developing countries, measures taken by their governments to tackle corruption, and their further commitment to international anti-corruption frameworks.

The effort to promote good governance and society building was effective. The fact the results achieved contributed in terms of 'contribution and plausibility' – and not of 'attribution and causality' – to democratisation, effective governance, the functioning of the rule of law and the fight against corruption, is reflected in the results chain and explained in detail in the various chapters. This is partly related to external factors that lie outside the sphere of influence of donors and more often than not beyond that of developing countries themselves. As context is such a determining factor for the extent to which the results achieved in the four dimensions of good governance and society building are important in specific countries, the effort to develop a more strategic and more complimentary contribution based on political analysis, as part of a process of continual quality improvement, must be continued.

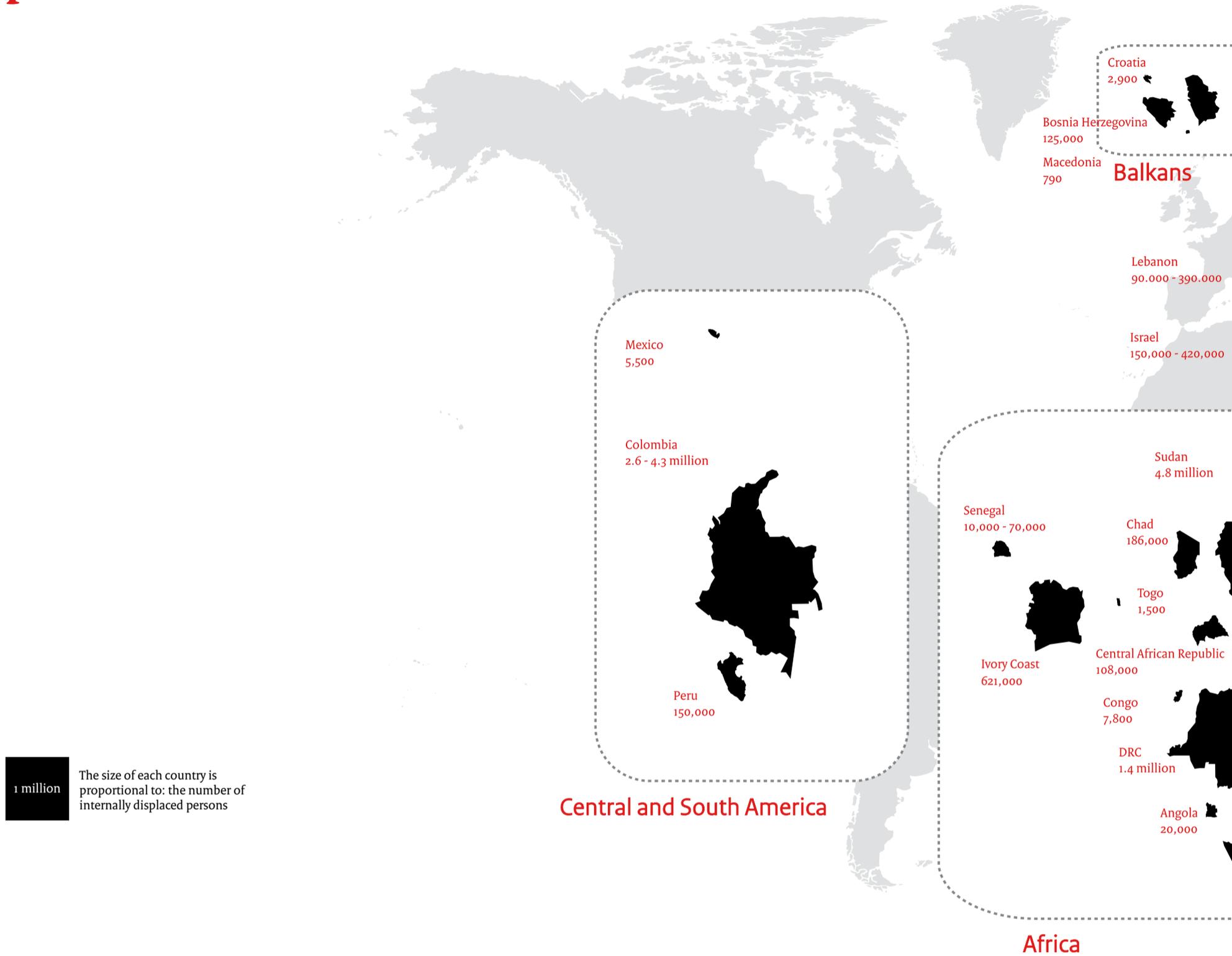
This chapter on good governance and society building addresses, more than any other, the main question of how changes in society come about and how Dutch development cooperation can make a positive contribution to those changes. Together with DFID, the World Bank, International IDEA, the OECD and a number of other donors, the Netherlands is playing a leading role in this policy debate. The debate is, however, not only being conducted within development cooperation, but also globally and in the academic world, and among the poor in developing countries, who want their voice to be heard and demand that their leaders be accountable to them. From those who are only looking for a way to keep their heads above water to politicians with a large share of power and to international actors, good governance and society building are 'everyone's business'.

Fragile states



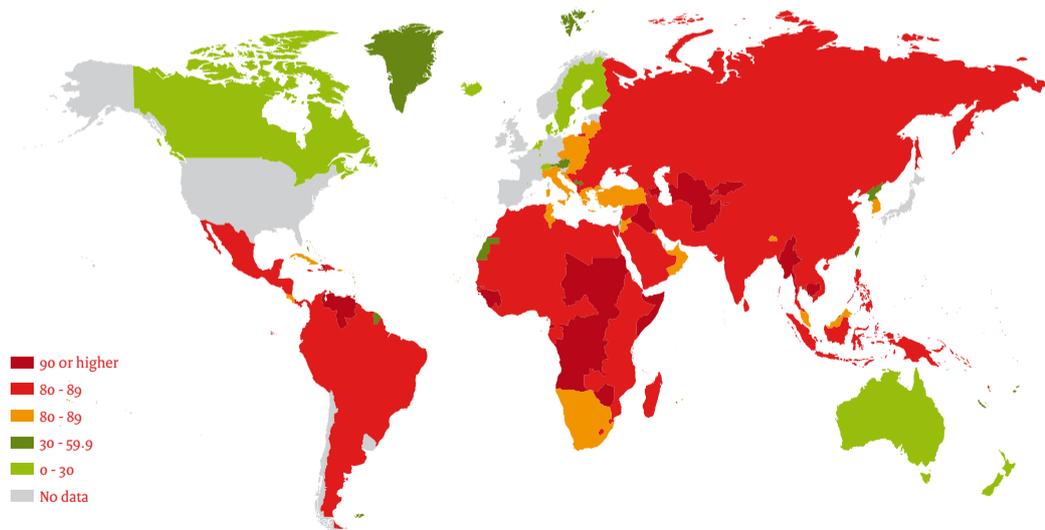
8.1	Introduction	238	8.3	Country cases	251
8.1.1	Context: stability as a condition for development	238	8.3.1	South Sudan	252
8.1.2	The results chain for fragile states	239	8.3.2	Afghanistan	256
8.1.3	Limitations of the report	241			
8.2	General progress and trends	242	8.4	Conclusions	260
8.2.1	Impact: from security to the peace dividend	242			
8.2.2	Outputs and outcomes: reconstruction, a political process	244			
8.2.3	Input: working on a strategy for fragile states	248			

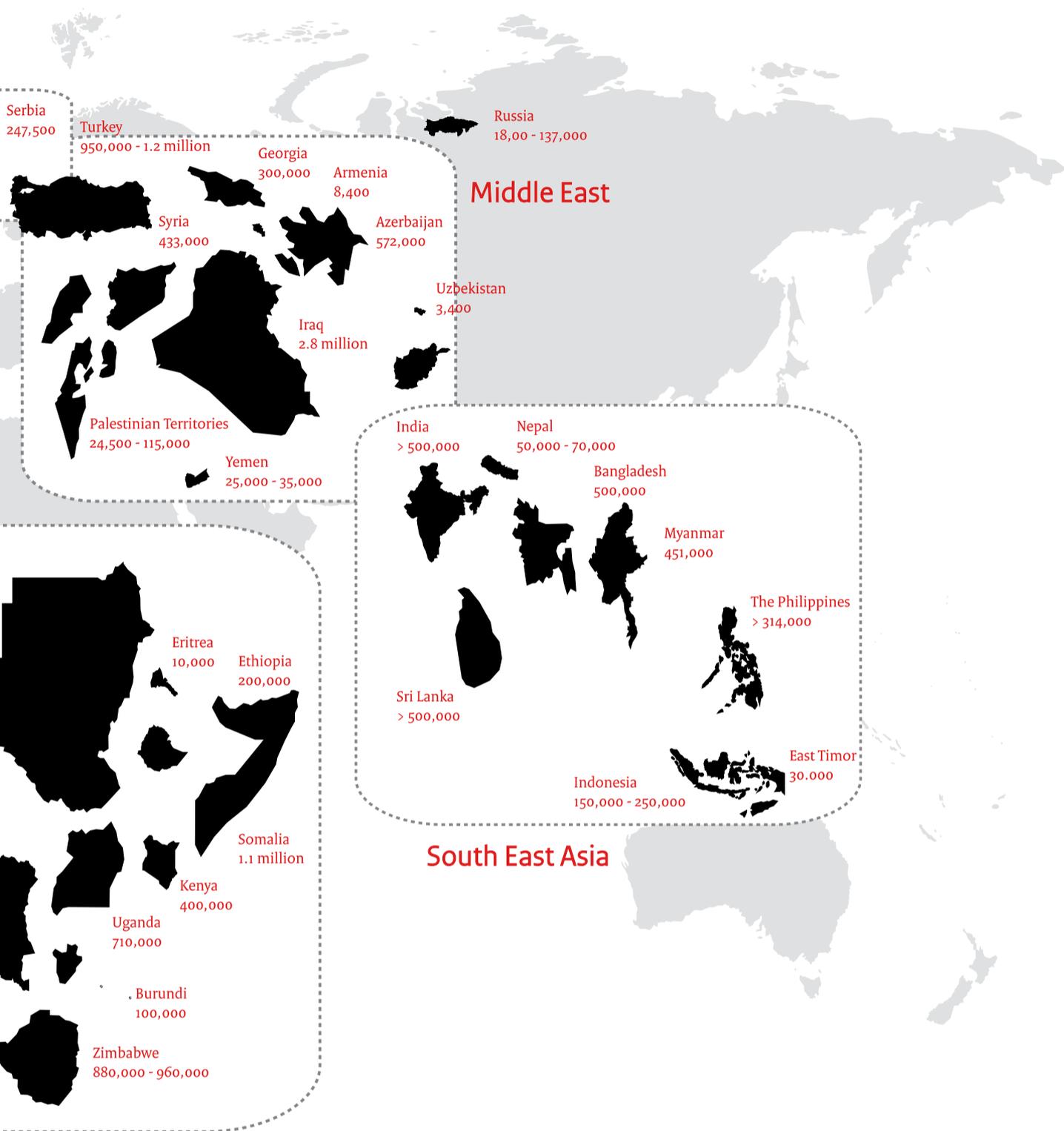
Internally displaced persons



Failed States Index (2008)

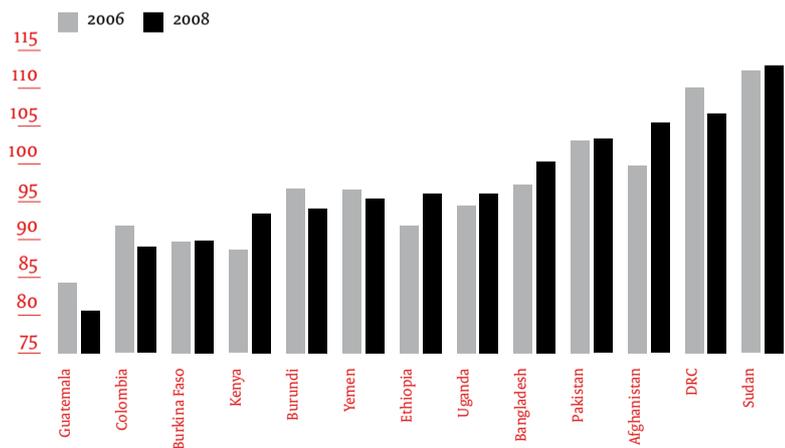
(Source: www.fundforpeace.org)





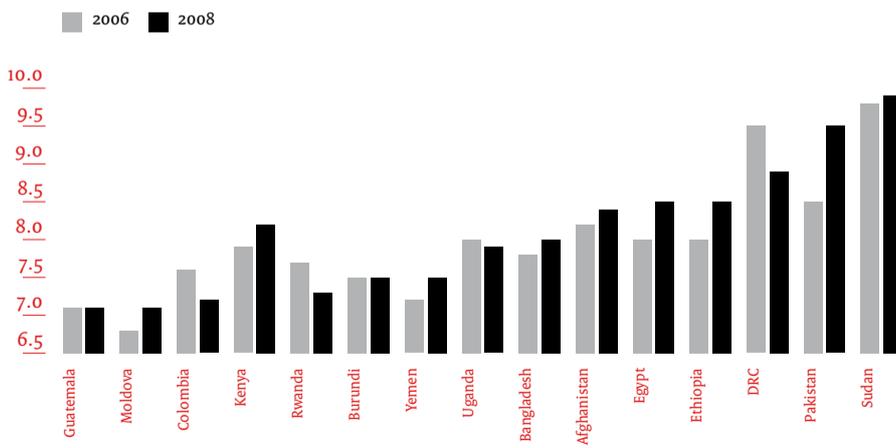
Score on the Failed States Index in some of the Netherlands' partner countries 2006-2008*

Score is based on risk of violence; score ranges from 12 (lowest risk) to 120 (highest risk)
 * Partner countries with the highest score on this index, + Guatemala, excl. Sri Lanka (exit country)
 (Source: The Fund for Peace; www.fundforpeace.org)



Score for 'suspending the rule of law and human rights violations' in a number of the Netherlands' partner countries in 2006-2008*

Score ranges from 1 (least problematic) to 10 (most problematic)
 * Partner countries with the highest score on this index, excl. Sri Lanka and Eritrea (exit countries)
 (Source: The Fund for Peace; www.fundforpeace.org)



8.1

Introduction

8.1.1

Context: stability as a condition for development

The greatest problems in achieving the Millennium Development Goals are faced by a group of countries in which the government lacks the political will and/or capacity to fulfil its basic responsibilities in terms of poverty reduction, development, security and human rights. These countries are sometimes referred to as fragile states. They are confronted with enormous problems, which are having a serious impact on the local population, regional stability and the international community. According to the World Bank, 36% of the world's poorest people live in a fragile state. In addition, in 'The Bottom Billion', Paul Collier says that 73% of people in fragile states 'have recently been through a civil war or are still in one'. In 2007-2008, the Netherlands devoted increasing attention to this group. The policy letter 'Our Common Concern' indicated that the Dutch government intends to step up its effort in nine fragile states. This chapter describes what has been achieved after two years.

It is important to note here that, because of the local circumstances in fragile states, results cannot be measured in the same way there as in regular partner countries. This chapter examines why this is and how the government, despite all the restrictions, still succeeds in assessing the impact of Dutch interventions.

2007-2008 was a hectic period for the fragile states in which the Netherlands is active. There were high-profile conflicts in Afghanistan, the Democratic Republic of Congo (DRC) and Sudan. Kosovo declared its independence. At the very end of 2008 an agreement was signed between the FNL rebel movement and the government in Burundi, which offers new prospects for the future. As the situation in the various regions varies considerably, it is difficult to determine a general upward or downward trend. In the past two years, the trend in each country can also vary widely. In the DRC, a new period of stability seemed to have been ushered in with the signing of the agreements in Nairobi in November 2007 and Goma (January 2008), but these hopes were dashed by the resumption of hostilities by both the Congolese government and the rebel general Nkunda and his CNDP. In Sudan implementation of the 2005 peace agreement came under threat when one of the parties, the Sudan Peoples' Liberation Movement (SPLM), withdrew temporarily from the government. The box below gives a brief overview of some of the trends in the different fragile states.

Trends in the areas of security, political legitimacy and socioeconomic development in 2007-2008 will be addressed later in this report, under 'impacts'.

The problem of fragile states is not addressed under one specific MDG. The Netherlands' contribution in fragile states aims to bring achievement of all MDGs closer, by helping to create the preliminary conditions required for development. At the same time we have to realise that some fragile states are unlikely to attain the MDGs by 2015; they are too far behind and the context in which activities are conducted is too unstable and uncertain. Fragile states certainly do not follow a linear, upward development line. It is much more a process of ups and downs, of leaps forward and sudden setbacks. The context in fragile states is typified by political instability, insecurity, inadequate governance, the absence of an effective legal order, patronage systems and a faltering, contracting, or largely 'black' or war economy. Because the preconditions for development are absent, investing in fragile states is a necessary but high-risk process. Despite the uncertainty and the risk of relapse, great steps forward can be taken in fragile states, because they lack even the most basic facilities or institutions and small investments can make a world of difference. Furthermore, the presence of the international community is necessary in these states to prevent them from sliding further down into chaos and disintegration. In recent years, thus, Dutch assistance has helped improve the situation for many people.

8.1.2

The results chain for fragile states

In 2007-2008, the Netherlands invested in addressing the problem of fragile states. In earlier years, the government devoted attention to the issue in the policy memoranda 'Post-conflict Reconstruction' (2005) and 'Our Common Concern' (2007). In November 2008 it published the strategy 'Security and Development in Fragile States'. In the following chapters trends and developments, the Netherlands'

contribution and results in 2007-2008 will be considered on the basis of the themes in the fragile states strategy:

- increasing the security of citizens;
- bringing about a legitimate government with sufficient capacity;
- creating a visible peace dividend.

The Netherlands' fragile states policy can therefore be summed up in terms of the following general results. Under outputs, in contrast to other chapters, no distinction is made between outputs of the country and the outputs of the Netherlands, as this assistance is mostly provided through international and multilateral organisations.

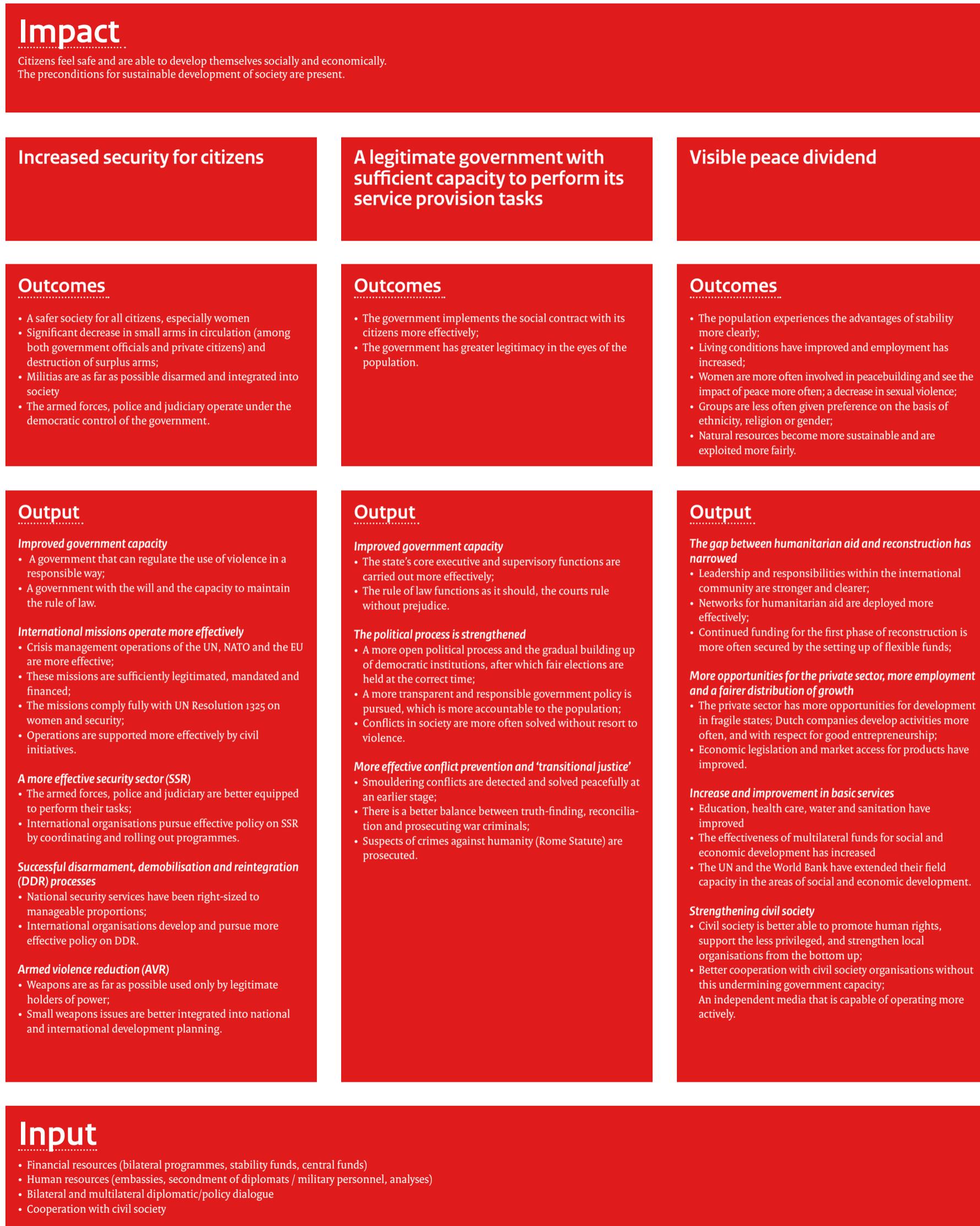
Failed States Index

The 'Failed States Index' (FSI), drawn up annually by Foreign Policy and the Fund for Peace, gives a rough classification of the 60 most fragile states in the world, on the basis of insecurity, violations of human rights, inadequate governance and underdevelopment. The scores of the fragile states supported by the Netherlands are shown below. The lower the score, the worse the situation. Kosovo (independent since 2008) and the Palestinian Territories (as a part of Israel) do not appear on the list.

General classification	2006 ¹	2007 ²	2008 ³
Sudan	1	1	2
DRC	2	7	6
Afghanistan	10	8	7
Pakistan	9	12	9
Burundi	15	19	24
Colombia	27	33	37
Guatemala	51	60	(no longer classified)

Although, like all indicators of fragile states, the FSI has its limitations a number of clear trends are visible. Guatemala has taken significant steps forward compared to other states, while there are also cautious upward trends to be seen in Colombia and Burundi. At the other end of this small spectrum Sudan continues to be in a serious situation (only Somalia scored lower in 2008), while the situation in Afghanistan has deteriorated.

Figure 8.1 The results chain for fragile states



8.1.3

Limitations of the report

The coming round of results measurement will also make it clear that measuring results in fragile states is no easy task. The intended impact is clear, as is the input, but the difficulty lies in the link between direct output and broader outcomes. In fragile states, investment in outcomes focuses primarily on processes and less on more 'tangible' factors. There are more than enough outputs to report but, given all the uncertainties in fragile states, establishing a direct link between the outputs of programmes and activities and their impact on these processes is a somewhat artificial exercise. This can be clarified by examining the methodology of results measurement.

Daily reality in fragile states is typified by a large degree of diversity and dynamics that do not easily comply with models. Quantitative indicators are often inadequate for measuring impact (building ten schools, for example, will not lead to an increase in school attendance if the area is unsafe). As most Dutch interventions take place through the multilateral channel it is also difficult to see which specific improvements have been brought about by the Netherlands' contribution (this is known as the attribution problem). Some dilemmas are unavoidable during monitoring and evaluation:

1. The short shelf life of data and information because of the continually changing context, requiring regular adjustment.
2. A shortage of objective information as a consequence of the politicised context within which interventions take place.
3. Limited access to target groups and regions because of the security situation.
4. A lack of documentation, especially in writing.
5. A lack of necessary background data on the basis of which the impact of an intervention can be measured.
6. A lack of institutional memory among donors, international organisations, government bodies and others as a result of rapid staff turnover.
7. The fact that specific activities, including development interventions, are part of an integrated strategy that operates on different tracks. It is difficult to measure the effect that these tracks have on each other.

In fragile states themselves, monitoring and evaluation of activities initiated or supported by the Ministry of Foreign Affairs are primarily carried out by the embassies. They rely on consultations with the implementing organisations themselves, mostly the multilateral organisations through which the largest part of the Netherlands' aid to fragile states is channelled. Where possible, field visits are also conducted. After all, local partners can often offer the best picture of what is really being achieved at local level. In a very few cases, less obvious instruments are used for monitoring, such as aerial photographs. All-embracing systems for policy planning, of which monitoring and evaluation are an integral part, are drawn up by the embassies and coordinated with the ministry.

This report does not aim to present the general progress or lack of it in the 2007-2008 period, but indicate the general results of Dutch interventions in various fragile states. That necessarily gives this part of the report a somewhat descriptive character, focused more on direct outputs than broader outcomes.

¹ See <http://www.fundforpeace.org>

² See <http://www.fundforpeace.org>

³ See <http://www.fundforpeace.org>

8.2

General progress and trends

8.2.1

Impact: from security to peace dividend

Human security

In the past two years the citizens of fragile states around the world have continued to suffer almost as heavily as previously from the conflicts in their countries. The Global Burden of Armed Violence, a report drawn up by the secretariat of the Geneva Declaration on Armed Violence and Development, says that conflicts claim an average of 52,000 victims a year as a direct result of violence.⁴ In 2007 two-thirds of these victims fell in Afghanistan, Pakistan, Sudan, Iraq and Somalia. These figures are a cautious estimate, based only on sparsely documented sources. It is, however, primarily the indirect consequences of violence that claim many victims. The malnourishment and dispersion of disease that large-scale flows of refugees and the destruction of infrastructure bring with them resulted in many thousands of victims in 2007-2008. The large amounts of small arms that remain behind after a conflict are also a source of instability and insecurity. In addition to the 52,000 direct victims of violence, it is estimated that 200,000 people die each year in conflict areas as a result of non-violent causes like sickness and malnourishment. Women in particular are vulnerable. Not only are they the victims of sexual and other forms of violence, as in the DRC, but maternal mortality also increases among refugees. In 2007 and 2008 these trends continued in most fragile states in which the Netherlands is active, though there were peaks and troughs. Striking examples are the offensives of the government and the former rebel movement CNDP and the substantial flows of refugees in DRC, and the persistent humanitarian disaster in Darfur. In Afghanistan and Pakistan, too, violence claimed many civil-

ian victims. On the other hand, Colombia was relatively calm in 2007 and 2008. In Burundi, peace also returned in the second half of 2008, after a final offensive by the FNL, resulting in an agreement with the rebel movement.

Legitimate government with sufficient capacity

Although there are considerable differences in government capacity between fragile states the general trend changed very little in 2007 and 2008. Most of the governments referred to in this report still only have limited capacity to provide public services, never mind finding impartial solutions to social conflicts. According to research conducted by the World Bank Development Research Group and Transparency International,⁵ most fragile states are at the bottom of the global rankings when it comes to governance and corruption indicators.

Governments are often dominated by a patronage system, which places most politicians and officials in a network, where their first loyalties lie. The tribal system in Afghanistan is a good example of this.⁷ The DRC too has a variant of this system.⁸ The degree to which the government is fragmented can vary in different countries. Afghanistan, for example, has many more competing factions than Guatemala, but both governments proved unable to operate effectively during the period under review. The extent to which government was polarised and lacking in transparency made it very difficult for the outside world to know where and with whom it was

best to intervene. As a result of resistance from hostile tribes or militant movements, the governments in Kabul, Bujumbura and Kinshasa were hardly able to extend their authority to the rest of the country. Corruption is another permanent challenge, with links between politicians and illegal sources of income, such as drugs and raw materials, remaining a problem.

These problems did not only occur in Afghanistan and the DRC. In Colombia too, corruption-related abuses also came to light in 2007 and 2008.⁹ The lack of capacity or willingness of many governments to provide services meant that public confidence in government remained at a low ebb. The inability of governments to solve long-drawn-out conflicts in the past two years has also had negative effects, as evidenced by the declining popularity of presidents like Musharraf in Pakistan and Kabila in the DRC. The central government of Sudan was itself active in fostering the conflict in Darfur. In addition to the threat of conflict and a lack of capacity, the repression of civil rights has also hardly declined. Particularly bad examples are increasing press censorship in Burundi and the prosecution of writers for 'insulting Islam' in Afghanistan. Even in countries where the state is effective, the relationship between the government and civil society can still be less than constructive. In Colombia, for example, this relationship continued to be extremely polarised between 'left' and 'right'.

World Bank Governance Indicators 2006-2007

The World Bank publishes annual *Governance Indicators*. These indicators present the aggregated results of population surveys, reports by NGOs, companies and governments, and independent research into the functioning of governments. A total of 212 countries and regions are compared and classified. The lower the figure (from 0 to 99), the worse the score. At the time of writing this report the figures for 2008 had not been published. Neither Kosovo nor the Palestinian Territories are considered separate territories in the World Bank overview.

	Voice and Accountability 2006-07	Government Effectiveness 2006-07	Regulatory Quality 2006-07	Rule of Law 2006-07	Control of Corruption 2006-07
Afghanistan	13- 14	05- 08	03- 03	00- 00	02- 01
Pakistan	19- 19	33- 28	36- 29	22- 20	22- 21
Guatemala	39- 39	30- 32	50- 50	12- 11	25- 25
Colombia	42- 39	57- 58	56- 59	34- 36	53- 50
Sudan	05- 05	11- 11	11- 09	07- 04	08- 05
DRC	08- 09	02- 01	07- 08	01- 01	03- 04
Burundi	18- 25	09- 07	11- 11	13- 10	09- 09

Afghanistan, the DRC and Sudan score badly almost across the board. In Guatemala, the contrast between the reasonably good score for regulatory quality and the low score for its actual implementation (rule of law) is especially striking. For nearly all fragile states it is naturally these last figures, for the rule of law, that are most sombre. It is informative to compare the figures for fragile states with those more stable countries in more or less the same regions:

India	59-59	54-57	47-46	56-56	51-47
Mexico	50-49	59-60	62-64	40-34	44-49
Ghana	60-62	57-55	54-54	52-52	56-56

Examples of contributions which help to promote peace missions

- Training Rwandan military personnel to participate in the UNAMID peace mission in Darfur. After the training they were better able to protect the civilian population against armed militias.
- Thirty Dutch military and police officers were seconded to the UNMIS peace mission to help keep the peace between North and South Sudan. Thanks to these efforts the tensions between the two regions could be eased at critical moments.
- In the DRC a contribution was made to the MONUC peace mission in the form of staff maps for strategic operations. With this improve knowledge of the geographical circumstance MONUC was better able to mount military operations.
- In Burundi the Netherlands seconded military personnel to the BINUB peace mission, enabling the armed forces to act more effectively and with greater restraint towards the civilian population.
- In 2008 the Netherlands contributed to the EUFOR mission in Chad, which aims to protect refugees. As a result more refugees were protected from militant groups and criminals and provided with food and shelter.
- The Royal Dutch Navy twice deployed a frigate to protect humanitarian aid deliveries to Somalia from pirates. As a result more food and other humanitarian aid reached Somalia.

8.2.2

Outputs and outcomes: reconstruction, a political process

Creating a peace dividend

If opportunities arise in fragile states to improve the living standards of the population, for example a decrease in armed violence or a peace agreement, these must be seized without delay. Showing people the immediate benefits of peace is an important precondition for re-establishing a degree of calm and stability at community level and thereby preventing future violence. Efforts are made to pursue this peace dividend, largely on an ad hoc basis, where opportunities arise and to embed it in the international dialogue between those holding power and the international community. The most striking crises in 2007-2008 in the areas where the Netherlands is active are the hostilities in the eastern DRC and in Darfur, and the mission to support the Afghan government. In the past two years different strategies have been adopted in these three regions to mobilise the peace dividend to reconstruct basic services. In much of Afghanistan, this was relatively direct, through Quick Impact Projects run by the various Provincial Reconstruction Teams (PRTs). In Sudan the Multi-Donor Trust Fund (MDTF) was deployed to have funding on stand-by to take advantage of opportunities as they arise and to work on basic infrastructure. In the DRC the MONUC peace mission, together with UNDP, tried to set up a framework of stability and to develop a stability plan within it: it was in fact an all-embracing reconstruction strategy within which a variety of UN agencies and NGOs developed coordinated activities. These three strategies have achieved a great deal, but also exposed a number of dilemmas relating to reconstruction which have been discussed in detail in the international context over the past two years. There have also been many developments in the international dialogue on the peace dividend and 'political development cooperation', which we will return to later in this report.

Reconstruction in fragile states is not a purely technical matter, but needs to be directed by a political dialogue with those holding power in the country concerned. Reconstruction is an extremely political process, as empowerment of certain groups in a country can upset the balance of power. There are enough groups in fragile states that benefit from sustained insecurity, inequality and a 'black' economy. In 2007-2008 the Netherlands helped initiate and promote the debate on international intervention in fragile states. One result of Dutch lobbying on this point was the recognition at the High Level Forum in Accra that, in the provision of development aid to fragile states, the political aspects were explicitly at the forefront and needed to be discussed openly.¹¹ After Accra this led to a dialogue between partner countries and donors on state-building, in which political issues like governance, human rights, corruption, etc., are also discussed. In addition to this general, policy-related result at international level, the Netherlands has also attained a number of important results in the field of human security, political legitimacy and creating the peace dividend in fragile states.

Increased security for citizens

In 2007 and 2008 the Netherlands participated in various crisis management operations and peace missions. The operation in Uruzgan comes immediately to mind. As a result of Dutch efforts, the Afghan government has been able to strengthen its presence in the province, citizens have been protected from the excesses of militant groups, and regional stability has improved.⁷ In addition, the Netherlands has made a number of smaller contributions to large peace missions (see box for examples).

In the field of Security Sector Reform (SSR) the Netherlands has been active in a variety of countries. In Burundi in particular, important steps forward have been taken.¹² In the period under review the Netherlands supported many

projects aimed at more efficient security organisations with better democratic control, which will ultimately mean greater public security. Dutch advisers at the Ministries of Defence and National Security played a central role in this support. Technical assistance and project support contributed to the drafting of strategic reform plans for the army and the police by the Burundi government in 2008. This encouraged the Dutch government to initiate discussions on a strategy for the long term. This will eventually lead to a Memorandum of Understanding between the Netherlands and Burundi, in which agreements will be made on SSR cooperation. The Netherlands also contributed to the building up of the security sector in other countries, with a special focus on the DRC and Afghanistan, and developed activities in Sudan, Kosovo and the Palestinian Territories.

In the DRC the Netherlands provided a military expert for the EU peace operation EUSEC, which is supporting the Ministry of Defence on SSR matters. In the long term, this will help make the Congolese army more professional so that it can protect the population more effectively. Through EUSEC's support the international community is also gaining a better understanding of possible entry points and progress in the field of SSR reform. The Netherlands supported EUSEC in its census of the Congolese armed forces, which led to a large number of 'phantom' soldiers being removed from the payroll, thereby relieving the budget. In the DRC, the Netherlands chairs the working group against sexual violence and is therefore in a position to call the Ministry of Defence to account regarding the conduct of its troops towards the civilian population.

Lastly the Netherlands supported the NGO Search for Common Ground in providing human rights training to the FARDC, the Congolese army.

Examples of SSR projects in Burundi

- Barracks were built with Dutch funding from the UN Peacebuilding Fund. This makes it easier to supply military units and bring them together for training and operations.
- The Dutch adviser at the Ministry of National Security arranged training for Burundian police women in self-defence, arrest techniques and dealing with reports of sexual assault, increasing the security of women.
- In 2008 the Netherlands took part in a census of the police, which will reduce the budget.

As a result fewer citizens, especially women, will become the victims of arbitrary actions, sexual and other forms of violence, or ill-treatment.

In Uruzgan the Netherlands has trained military personnel so that they can take more effective action against militant groups and protect citizens, and eventually take over responsibility for security in the province themselves. Dutch police experts have also been seconded to the European police mission EUPOL to train police officers to better protect the public and uphold the law. In 2008, to give this development a greater impulse the first Police Mentoring Teams were deployed.

In Sudan a rule of law expert was seconded to the United Nations Mission in Sudan (UNMIS).¹³ This allowed the mission to contribute to development of the legal sector, which should lead to a stronger rule of law in the long term. A rule of law expert was also seconded to the international civilian office in Kosovo.

In the Palestinian Territories, police bonuses in 2008 were funded through the EU mechanism PEGASE. This relieved pressure on the government budget, releasing funds for activities aimed at development, and allowed more police personnel to be deployed to protect citizens and the rule of law.

In the field of the disarmament, demobilisation and reintegration (DDR) of former fighters, the Netherlands' efforts focused on the Great Lakes Region of Africa. Most of the support is channelled through the World Bank's Multi-country Demobilization and Reintegration Programme (MDRP). Disarming and demobilising former fighters and reintegrating them into civilian society removes an important destabilising factor in countries like the DRC and Burundi. In the

DRC, partly thanks to the Netherlands' contribution, 102,148 adult former fighters have been demobilised since 2003. In addition, parallel programmes have released 30,219 child soldiers from armed groups. 102,013 soldiers have received support in leaving the FARDC, the Congolese government army, and 52,172 adult former fighters have received assistance with voluntary integration into the FARDC. In Burundi, partly thanks to the Netherlands' contribution, 26,279 former fighters have been demobilised since 2003. 23,018 soldiers have received support in leaving the army and 14,813 adult former fighters have received assistance with reintegration in society.¹⁴

The Netherlands has also supported South Africa in setting up military integration camps (known as *Centres de Brassage*) for the FARDC. This has made it easier to bring units together, register them and refer them to the appropriate demobilisation and reintegration programmes. The streamlining of the FARDC will also relieve pressure on the budget and make the armed forces more efficient.

Various NGOs used Dutch funding to monitor reintegration processes in the Great Lakes region. They also devised programmes to work together with the recipient communities on the sustainable social and economic reintegration of former fighters, as well as women and children who belonged to the armed movements. Support was also given to reconciliation mechanisms in these communities. As a result of these activities, the reintegration process proceeded more smoothly and the chances of a resumption of violence were minimised.

Outside the Great Lakes region, the Netherlands also contributed to reintegration in Afghanistan and Bosnia. It made a financial contribution to UNDP's Disbandment of Illegally

Armed Groups (DIAG) programme. Since 2004 63,380 fighters have been disarmed, 62,000 of whom have been demobilised. The largest part of the latter (56,000) took part in the reintegration programme. The Netherlands also contributed to the reintegration of former soldiers in Bosnia by giving them training and schooling to improve their chances of building up a civilian life.¹⁵

In the field of armed violence reduction, Dutch efforts were primarily focused on the destruction of superfluous small arms and ammunition. Removing weapons from communities is an important way of stopping conflicts from escalating and controlling crime. In addition to this preventive effect, stopping the proliferation of arms also removes an obstacle to the development of the legal economy. Measures to control small arms in 2007-2008 therefore created opportunities for future development. The Netherlands mostly contributed to 'bottom-up' activities conducted by the UN and NGOs. The spread of small arms has also been put on the agenda in capitals, both in the international policy dialogue and in conducting research.

Examples of Armed Violence Reduction (AVR) projects

- In the DRC in 2007 the NGO MAG (Mines Advisory Group) was responsible for the collection and destruction of more than 35,000 miscellaneous pieces of ammunition, 5,000 items of unexploded ordnance (UXO) and 3,500 weapons.
- In Kosovo UNDP's KOSSAC programme helped reduce the use of weapons.
- In Afghanistan the Netherlands gave financial support to the *Weapons and Ammunition Disposal* (WAD) programme of the NGO HALO Trust, which has destroyed more than 21,000 tonnes of munitions since 2003 and returned 15,000 tonnes to the Afghan army. Under the WAD programme
- 53,000 small arms have been handed in and destroyed. HALO collects around 100 tonnes of munitions a month.
- In Afghanistan the DIAG programme has collected 42,768 weapons, 14,000 of which have been destroyed. The Netherlands has also contributed to the *Anti-Personnel Mine & Ammunition Stockpile Destruction* (APMASD) programme, under the *Afghan New Beginnings Programme* (ANBP), which has destroyed 30,931 tonnes of ammunition since 2005.

In addition to operational activities (see the box with examples of AVR projects),¹⁶ the Netherlands has also contributed to support for governments in drafting action plans on small weapons. This included a contribution to the Regional Centre on Small Arms (RESCA), a transnational institute that has brought together various Central and East African states to make agreements on how to tackle the small arms problem.¹⁷ This has resulted in more effective cooperation to tighten up border controls, mark and register the arms used by official armed forces to combat the misuse of weapons, and recognise the problem of small arms in the development plans and poverty reduction strategies of different countries. The Netherlands has also contributed to knowledge institutes like the Small Arms Survey, the Institute for Strategic Studies (ISS) and the United Nations Institute for Disarmament Research (UNIDIR). Their research has increased knowledge of the impact of armed violence on communities and how external actors can respond. The Netherlands has also been active in the OECD/DAC working group that published a memorandum on armed violence at the end of 2008.¹⁸

A more legitimate government sufficient capacity

In 2007-2008 the Netherlands contributed in various ways to strengthening the capacity of governments in fragile states. In this period it became clear that most fragile states will continue to suffer severe deficits in capacity in the coming years. Building up a professional and competent civil service apparatus will take a lot of time. The Netherlands has devoted much time to strengthening governments, especially in Afghanistan and the DRC.

In Afghanistan, investments in government buildings and equipment for civil servants have been made via the Afghan Reconstruction Trust Fund (ARTF). This has resulted in a more efficiently structured civil service that is better able to

make and implement policies. Together with the UN and various NGOs a start has been made with training Afghan civil servants and administrators. This will enable them to better balance the interests of the government and the population and to perform their duties without prejudice. The Netherlands is funding advisers who provide the governor of Uruzgan with advice on policy-related matters. This has improved the central administration and the quality of policy in the province. Like the whole south of Afghanistan, Uruzgan unfortunately continues to lag behind in respect of appointing competent and honest administrators.

Through a contribution to UNDP/MONUC's stability strategy for eastern DRC, the Netherlands helped build up government infrastructure and prisons. This makes it easier for the government to implement policy in certain areas. Fewer Congolese criminals are also avoiding punishment. The Netherlands chairs the donor working group in sexual violence in the DRC, which aims to support the government in making strategic choices and coordinate the international effort.

In addition to the effort focusing especially on countries like the DRC and Afghanistan, a general financial contribution was made to UNDP's Bureau for Crisis Prevention and Recovery (BCPR) in 2007. The contribution will be used to build up the security and legal sector in various fragile states. In the long term, this will improve the capacity of the governments in the countries concerned to take charge of their citizens' development themselves.

The Netherlands has helped promote an open political process through various programme contributions in the DRC, Sudan and Afghanistan. It has also supported NGO activities in various fragile states. In Sudan it contributed to a public campaign set up jointly by the UN Department of Political Affairs (DPA) and the British DFID to inform Sudanese citizens about the deployment of UNAMID in

Darfur. The campaign helped to remove certain fears and stereotypes and improve UNAMID's relationship with the local population, thereby enhancing the effectiveness of the peacekeeping operation.

In Afghanistan the Netherlands contributed to voter registration in Uruzgan, which helped the democratic process run more smoothly and strengthened the legitimacy of the government.

Through the core contribution from the cofinancing system (MFS) and Strategic Alliances with International NGOs (SALIN), international NGOs have been able to strengthen the political process from the 'bottom-up' by giving the population more opportunities to make their voice heard. This was achieved through civic education (making people aware of their rights and duties), encouraging active citizenship and, where possible, independent election observation. The organisations were also able to support the dialogue between government and people, especially at local level. Where necessary and possible, these NGOs have developed activities to call the government to account. Women's organisations in particular, which draw attention to the abuse and underdevelopment of women, have benefited from this. All of this has led to more 'checks and balances' on government power in various fragile states. Local problems have also succeeded in breaking through to national level.

In 2007-2008 a number of African governments received support in mediating with and between armed groups not aligned with the state. These activities have helped states prevent future violence.¹⁹

A visible peace dividend

In 2007-2008 results were achieved in various areas in creating a 'peace dividend', making the benefits of stability clear to the

Examples of conflict prevention

- In 2007 and 2008 the Netherlands supported South Africa's efforts to support the peace process in Burundi, which made a crucial contribution to the peace agreement in December 2008.
- The Netherlands supported the peace process between Uganda and the rebels of the *Lord's Resistance Army* in 2007 and 2008. Partly as a result of this process, some degree of peace has returned to Northern Uganda. Major results, such as the surrender of Joseph Kony, have however not yet been achieved.
- In 2008 the Netherlands supported Kofi Annan's successful attempts at mediation in Kenya, which led to the formation of a government of national unity by the two warring factions.
- In Somalia in 2008, the Netherlands provided financial support to the attempts by Ould Abdullah to mediate between the various tribes under the terms of the Djibouti agreement. Partly as a result of his efforts a new government has taken office which offers opportunities for further mediation attempts.
- The Netherlands supported the Court of Arbitration financially to mediate in the border dispute between Ethiopia and Eritrea. The case is still under way, but the tensions between the two countries are now addressed through a peaceful forum.
- Lastly, in 2007, the Netherlands made a general (non-earmarked) financial contribution to UNDP to enable its country offices in a number of fragile states to conduct rapid preventive activities where necessary.

population so that they less rapidly relapse into violence. In the first place various steps have been taken to close the gap between humanitarian aid and reconstruction. Providing development programmes as soon as possible after a conflict can help temper social tensions. One difficulty is that emergency aid is in principle politically neutral (the humanitarian imperative), while reconstruction is an extremely political process: the empowerment of certain groups in a country can upset the balance of power. This makes investment in reconstruction a difficult process, requiring close coordination between national and international partners and building on each other's strengths. A good practical example of this is the Netherlands' involvement in Afghanistan. There is also greater agreement in the international policy dialogue on how to address the gap between humanitarian aid and reconstruction.

By investing in development and security, the Netherlands has succeeded in getting an increasing number of Afghan national programmes, national and international NGOs and the UN involved in Uruzgan. New schools and clinics have been set up throughout the province on the basis of advice from and cooperation with local communities. A striking aspect of this development is that in 2006 the government expected to be able to spend around six million euros a year, while 70 million euros have already been pledged. More, and more widely varied, actors will offer greater opportunities for reconstruction, and hopefully act as a precedent for other organisations. In cash-for-work projects in Uruzgan local residents are involved in agricultural and infrastructural projects. If they can raise income in this way, people will be less likely to join armed groups. In Uruzgan new sectors like water and energy have been identified, together with a number of concrete activities in which the Netherlands will be investing in the coming years. Making energy sources like this sustainable will facilitate socioeconomic development.

Partly thanks to the Dutch contribution (including through the OECD/DAC) to the process after the high-level consultations in Accra on the interim results of implementation of the Paris Declaration, there is now international acceptance that NGOs can play a crucial role in the early recovery phase by delivering goods and services. The World Bank's State and Peacebuilding Fund, set up partly in response to pressure from the Netherlands, allows for the rapid supply of ad hoc funds for reconstruction. These funds are also available to NGOs. The Netherlands was also one of the initiators of the Sudan Reconstruction Trust Fund (SRTF). The Netherlands has a diplomat seconded to the Joint Donor Office in South Sudan, thereby contributing to better cooperation between donors and increasing the effectiveness of their reconstruction effort.

In various fragile states both men and women benefit from socioeconomic development which, for example, creates direct and indirect employment or gives people more opportunities for self-development. Women often suffer the most during conflicts. They are therefore involved as much as possible in the benefits brought by stability.

In 2008, the Netherlands made a contribution to MONUC/UNDP's stability plan for the eastern DRC. This enabled the United Nations Office for Project Services (UNOPS) to employ several hundred Congolese workers in the construction of roads along provincial axes. In Uruzgan a number of schools were built in consultation with the communities concerned, resulting in 4,100 girls attending school.²⁰ The lack of security continues, however, to play a part in the choice to attend school.

Women entrepreneurs in particular have benefited from the microcredit that the Netherlands has provided to fragile states through core contributions. This has increased the independence of women and their capacity to develop themselves.

The Netherlands has also invested in promoting the private sector. A healthy private sector is a source of work, income and growth for a society and can help to temper conflict. Together with the Ministry of Economic Affairs, the Ministry of Foreign Affairs set up the Private Sector Investment (PSI) programme.²¹ The PSI can be employed in Afghanistan, Burundi, the Palestinian Authorities and South Sudan, supporting companies in financing reconstruction activities. The PSI has a gift percentage of 60%, which spreads the financing burden. The Netherlands has also set up the Uruzgan Economic Reconstruction Fund (FEOU),²² with a gift percentage of 80%. The FEOU enables European companies to develop economic activities in the province together with Afghan partners.

In addition to contributing to an effective private sector the Netherlands has invested in basic services. Contributing to infrastructural projects helps bring markets together and improve transport links, leading to diversified production and economic growth. The roads built in poor parts of the eastern DRC under the MONUC/UNDP stability plan will link local markets and make remote villages accessible for election committees, so that people can exercise their democratic rights. In addition, police and military units can make use of the roads, increasing the government's response time to any crises that may break out. In South Sudan, the Netherlands contributed to the Multi-Donor Trust Fund (MDTF) which was also used to build roads.

As a result of the financial support for the Anti-Personnel Mine & Ammunition Stockpile Destruction (APMASD) programme, half a million anti-personnel mines and more than 20,000 anti-tank mines have been destroyed in Afghanistan since 2005.²³ This will enable access routes between markets to be re-opened, offering the local people opportunities for trade and income. In Kosovo the Netherlands has contributed to the civilian Kosovo Protection Corps, which repairs destroyed infrastructure.

8.2.3

Input: working on a strategy for fragile states

In 2008 the Netherlands contributed to the World Bank's State- and Peace-Building Fund. Through this fund the Bank wishes to expand its involvement in various fragile states in the field of post-conflict socioeconomic development. In addition the Bank wishes to help economic institutions in fragile states to become more streamlined and effective.²⁴

Lastly the Netherlands has contributed across the board to strengthening civil society. This support focuses in the first instance on the implementing aspect 'in the field'. Through the MFS and SALIN systems it contributes to a broad spectrum of NGOs that develop activities worldwide where aid and reconstruction meet.²⁵ This might take the form of training and schooling, setting up small companies, or infrastructural projects. With these activities NGOs try to temper conflicts. In their turn they call in local organisations to expand projects, thereby increasing local capacity. Contributions made through the multilateral channel often benefit civil society organisations, as they tend to implement the activities in the field.

Financial contribution

Total expenditure from the development budget on peace, security and reconstruction is presented here below. The bilateral budget is the most important component. It consists of decentralised funds deployed through the embassies and central funds deployed through the Ministry of Foreign Affairs in The Hague. Sudan and Afghanistan are the most important countries where decentralised funds are deployed for peace and security.

The most important component of the central expenditure is the stability fund. Expenditure through the stability fund has remained more or less constant in recent years, at around 100 million euros.

This consists partly of funds that do not come from the development budget. These are mainly for the military input required to make reconstruction possible.

The distribution of expenditure through the stability fund per region is shown in table 8.1.²⁶

Policy-related input

There is by definition no single strategy or logic that can be applied to interventions in fragile states; they have to be based on the specific context of the country in question. The 2005 OECD/DAC Principles for Good Humanitarian Engagement in Fragile States offer an important guideline (or minimum intervention rationale) for policy-related intervention in fragile states.²⁷ The most important result in terms of policy-related intervention in 2007-2008 is that in 2009 there is a strategy for Security and Development in Fragile States. Many of the developments referred to below are described in more detail in that document.

a. Integrated approach

In 2007 and 2008 the importance of an integrated approach to the fragile state issue once again became clear. The Netherlands gave this substance in various ways. The cooperation with the Dutch private sector and the Ministries of Defence, the Interior, and Agriculture, Nature & Food Quality was described in detail in the previous report. In the area of knowledge, the cooperation with the Netherlands Institute of International Relations Clingendael was expanded and a knowledge network for Peace, Security and Development (one of the Schokland agreements) was set up jointly with other ministries, NGOs and knowledge institutes.

Internationally the Netherlands has seconded diplomats to a number of multinational organisations including the UNDP Bureau for Crisis Prevention and Recovery (BCPR) and the UK Stabilisation Unit, to keep the lines of communication with these prominent organisations short. Lastly the Netherlands played a progressive role at the meeting on the Accra Agenda for Action in September 2008, at which donors committed themselves to combating the fragmentation of aid.

b. Local partners and priorities

The principle that fragile states themselves have to take their development into their own hands remained at the centre of policy in 2007 and 2008. During the Accra agenda this principle of local ownership was reiterated by all donors and the agreement was confirmed to build as much as possible local capacity to process development aid effectively. Contributions to the multilateral channel or international organisations also contribute to this: the UN and international NGOs generally work with local implementing organisations and in this way strengthen their capacity.

Figure 8.2 Expenditure on peace and security per channel (millions of euros)

(Source: Ministry of Foreign Affairs (FEZ))



c. An approach based on the context and political sensitivity

The need for an approach based on the context was further emphasised in 2007 and 2008 by deploying new instruments to analyse the political, military and socioeconomic trends in fragile states. These included the Stability Assessment Framework (SAF), which was applied in the DRC, Burundi, Colombia and Afghanistan. In addition, the Strategic Governance and Corruption Analyses (SGACAs) were adapted to the reality in fragile states and used in the DRC and Burundi. Since 2008, we have worked with the Conflict Research Unit to develop instruments to enable more continuous monitoring of development in these countries and thereby to find entry points for policy.

d. Speed, flexibility and long-term involvement

A number of steps were taken in 2007 and 2008 to be able to address emerging challenges in fragile states. The staff of the embassies in Kinshasa, Bujumbura and Kabul were expanded. More resources were delegated to the embassies in fragile states. The decision-making procedures for proposals for support from the stability fund were simplified and shortened.

e. Multilateral where possible, bilateral where necessary

Because of the advantages of scale, risk-sharing and coordination it offers, the multilateral channel has long been a crucial instrument for the Netherlands in addressing fragile states. It also partly avoids the perception that the sovereignty of the recipient state is being compromised. In 2007 and 2008 this strategy continued unchanged. In the past two years, the Netherlands took on a pioneer's role in

various multilateral initiatives, including the stability plan for the eastern DRC and the deliberations on DDR and SSR in Burundi.

f. Prevention

It is obviously preferable to identify and address latent conflicts before they escalate into violence. Most fragile states in which the Netherlands was active in 2007 and 2008 had already experienced such a period of conflict that it was already too late for prevention at state level. Where opportunities were present a number of initiatives were developed, as described above in the report.

g. Taking responsible risks

The long-running conflicts in Afghanistan and Sudan and the unstable situation in the eastern DRC and Burundi meant that it continued to be a risky undertaking to invest in fragile states in 2007 and 2008. The Netherlands took these risks in numerous occasions, for example in the eastern DRC, where it made a substantial contribution to road construction project under the stability plan for the region. This was one of the few projects which, despite the escalating conflict in the area, could offer the local population some hope. The increase in analyses and assessments of the situation in the various fragile states also contributed to a clearer process of weighing up the risks.

International division of labour in fragile states

The United Nations

In theory the UN is the worldwide leader and coordinator in the field of security and development. In 2007 and 2008, however, it was unable to fulfil this role. In this period the UN was largely seen as an implementer of peace missions (e.g. MONUC, UNMIS) and as the first point of contact for closing the above-mentioned gap between humanitarian aid and reconstruction. The UN Office for the Coordination of Humanitarian Affairs (OCHA) plays a clear role at the humanitarian aid stage, and UNDP at the following stage of early recovery, which should lead to the stage of sustainable reconstruction. The UN has contributed to this by setting up 'rapid funds', such as in Sudan and the Peacebuilding Fund. The Netherlands has devoted a lot of attention to the increasing integration of the civil and military components of peace missions, the rapid deployment of funds and, above all, expanding UN capacity in the field.

The World Bank

In 2007-2008 the main focus has been on strengthening the role of the World Bank in ultimately 'taking over' the UN's early recovery programmes when the regions in question become more stable. Ideally the World Bank plays a leading role in socioeconomic development in the long term and thereby the creation of the peace dividend. The Bank is involved in a number of fragile states at capital city level. In the period under review, it also played an exceptional role by managing the DDR Multi-Country Demobilization and Reintegration Program (MDRP) in the Great Lakes Region.

Table 8.1 Stability Fund expenditure per region

(Source: Ministry of Foreign Affairs (EFV))

Distribution per region	2007 (millions of euros)	2008 (millions of euros)
Afghanistan	12	20
Great Lakes	28	8
Horn of Africa	3	2
The Balkans	1	5
Worldwide activities	54	64
Total ODA	68	62
Total Non-ODA	34	38
Total	100	100

In the policy dialogue the Netherlands argued for quicker and more flexible procedures at the World Bank for dealing with fragile states. In addition the Netherlands called for more capacity to be developed in the states concerned, even if there was not yet a large-scale loan programme. In that way the economic capacity of the state could be strengthened.

European Union

With the Council conclusions on fragility, security and development, approved in November 2007, the EU strengthened its own policy framework for activities in fragile states.²⁸ As the largest donor for many fragile states, the EU has a wide range of instruments for conflict prevention, stability promotion and reconstruction aid. Civil and military crisis management operations have been deployed through the European Security and Defence Policy (ESDP). Rapidly deployable Civil Response Teams, battle groups and special representatives (for the political component) have also been used. The Stability Instrument (2 billion euros for 2007-2013)²⁹ and the Africa Peace Facility (300 million euros for 2008-2011)³⁰ can be used to support peace operations. In the policy dialogue the Netherlands strongly advocates the role of the EU as a coordinating mechanism between likeminded donors. In addition a test project has started in Burundi to improve the coordination between the European Commission, the Council secretariat and member states.

Regional organisations

The African Union (AU) is a relevant player which, through its Political and Security Council (AU PSC), can decide without consensus on armed intervention in violent conflicts in Africa. This is potentially of great importance. Strengthening the capacities of the AU is necessary for more effective peacekeeping in Africa. The AU, however, offers few opportunities for capacity building.

In 2007-2008 the policy dialogue with the AU primarily focused on finding such opportunities. Other regional organisations, like NATO, the Organization of American States (OAS) and the regional development banks can play a supplementary role on the basis of UN mandates under international law. It is self-evident that an adequate mandate under international law is of crucial importance for the Netherlands.

OECD/DAC

The OECD/DAC fulfils an important function in determining guidelines in the field of security, development and fragility. In May 2007, it produced the 'Principles for Good International Engagement in Fragile States and Situations'.³¹ The Netherlands endorses these principles and in 2007-2008 took steps to promote the dialogue between the OECD and fragile states. After the Accra summit, it also argued for an effective follow-up to the meeting to further improve cooperation between donors.

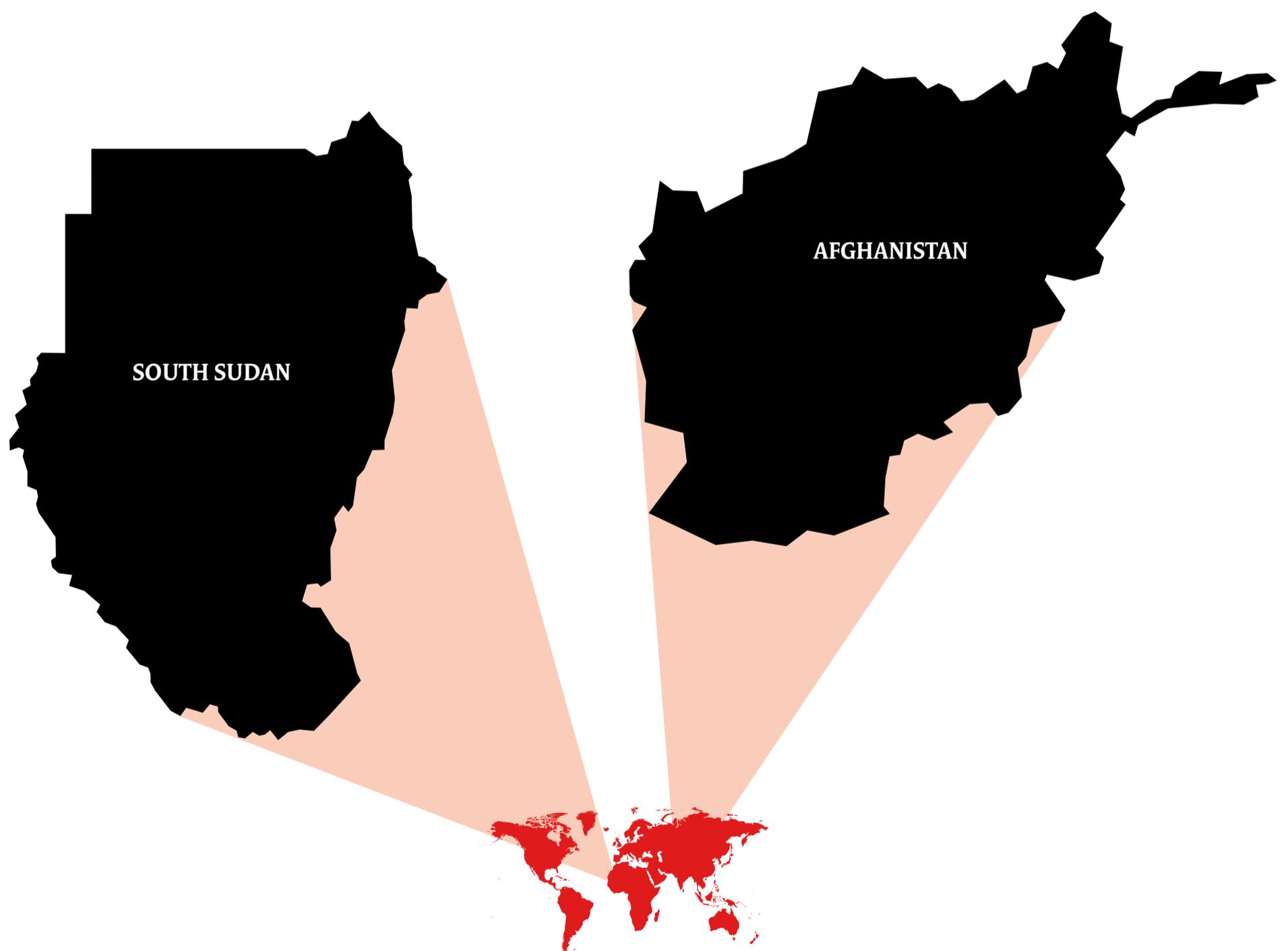
NGOs

In 2007-2008, national and international NGOs were the Netherlands' closest partners across the whole spectrum of activities developed in fragile states. They were supported through SALIN and the MFS, and through direct contributions. In addition many NGOs were used as 'contractors' by multilateral organisations that the Netherlands supports, to implement activities at local level. In addition to an implementing role, NGOs also play an important part in providing checks and balances for policy: they keep an eye on what goes on in the field and how programmes influence local communities. Lastly NGOs have taken on a greater role in policy-making: through the Peace and Security knowledge network they are more closely involved in government policy than previously and have instigated joint projects.

- 4 Global Burden of Armed Violence: www.genevadeclaration.org
- 5 See for example, the Global Corruption Barometer, www.transparency.org
- 6 See for example Barnett Rubin, *The Fragmentation of Afghanistan, 2002 (1995)*
- 7 See for example Patrick Chabal and Jean-Pascal Daloz, *Africa Works: disorder as political instrument, 1999*
- 8 See Human Rights Watch reports: www.hrw.org
- 9 See web.worldbank.org
- 10 Accra High Level forum: <http://www.accralhif.net>
- 11 For all security and developments dynamics in Afghanistan, see the dossier on the Ministry of Foreign Affairs' website: www.minbuza.nl
- 12 See the box below with examples. The sources are UN reports and the Dutch SSR experts at the Ministry of Foreign Affairs.
- 13 Rule of law means that everyone is subject to the law, not only citizens but also the government.
- 14 MDRP Quarterly Report April-June 2008.
- 15 Source: UNDP report to the Ministry of Foreign Affairs
- 16 These results come from MAG, HALO trust, UNDP, DIAG and APMASD reports to the Ministry of Foreign Affairs.
- 17 See <http://www.recsasec.org/>
- 18 See *Armed Violence Reduction: Enabling Development, OECD, 2009*
- 19 Source: reports from the administrative organisations of the mediation processes (UN and others) to the Ministry of Foreign Affairs.
- 20 Source: UNDP/MONUC report to the Ministry of Foreign Affairs
- 21 PSI: see www.evd.nl
- 22 FEOU: See www.evd.nl
- 23 Source: 2007-2008 report by APMASD to the Ministry of Foreign Affairs
- 24 For more information, see <http://web.worldbank.org>
- 25 For everything about the MFS (including allocations): www.minbuza.nl
- 26 See letters to the House of Representatives on the implementation of the stability fund 2007: www.minbuza.nl
- 27 OECD principles www.oecd.org
- 28 Council conclusions: see <http://register.consilium.europa.eu>
- 29 Stability Instrument: see <http://ec.europa.eu>
- 30 Africa Peace Facility: see <http://ec.europa.eu>
- 31 OECD principles: www.oecd.org
- 32 DFID report to the Ministry of Foreign Affairs
- 33 *Idem*
- 34 MDTF-S monthly report for December 2008, PWC.
- 35 UNICEF: 'On anniversary of 'Go to School' campaign more than a million children benefit from education in Southern Sudan'. News Note 1 April 2008.
- 36 Sudan Recovery Fund: see www.sd.undp.org

8.3

Country cases



8.3.1

South Sudan



The Netherlands' efforts in Sudan are founded on an integrated approach in which political issues, security and reconstruction are seen to be interrelated. Central to this approach is support for the comprehensive peace agreement (CPA) signed in 2005 between North and South Sudan. It is crucial that the CPA, which was concluded after many years of civil war, remains in place and that the population can benefit from the greater stability. In this context, in 2007 and 2008, the Netherlands continued to provide financial support and technical assistance for reconstruction in South Sudan.

The past two years have shown that reconstruction in South Sudan benefits from pragmatic support consisting of a mix of instruments. After a lot of trial and error, there is now a continuum of instruments in the region, which complement each other and address the various aspects of reconstruction. The World Bank, the UN and NGOs were the main partners that received Dutch funds. This was because of the still very limited capacity and absorptive potential of the government and the high risk of corruption.

In 2007-2008 NGOs provided a large proportion of basic services because the government was unable to do so. A considerable part of this support passed through humani-

tarian channels, such as the UN Common Humanitarian Fund, to which the Netherlands made a non-earmarked contribution. The disadvantage of this was that only short-term activities were eligible for this support. To bridge the gap between humanitarian aid and development DFID's Basic Services Fund (BSF) became operational in 2006. The BSF focuses especially on NGOs and supports projects in the fields of education, health care, water and sanitation. The education projects concentrate on building schools and training teachers in seven different states.³² The health projects focus on building and renovating health centres in four states.³³ Water and sanitation projects include building latrines in schools and awareness-raising programmes to improve hygiene. In 2008, the Netherlands strongly argued in favour of continuing this fund and entered into a silent partnership with DFID to support the BSF.

After a difficult start, the World Bank's Multi-Donor Trust Fund (MDTF) for South Sudan made a considerable contribution in 2007 and 2008 to strengthening the government as a necessary basic condition for sustainable development. Progress was made with strengthening the physical infrastructure and the capacity of government officials, and developing sector-wide programmes in for example health,

education, water and sanitation. Examples of tangible results are the repair and maintenance of 800 kilometres of main highways, the building and renovation of ministries and the hospital in Juba, the digging of 125 new wells and the repair of 135 existing wells.³⁴ In addition, eight regional training centres were built and more than 1,200 teachers trained. The number of children attending school has risen from 340,000 to 1,300,000, 34% of whom are girls.³⁵ UNICEF's 'Go to School' initiative, which the Netherlands also supported, contributed to these results.

By focusing on the state apparatus, which had to be built up from the ground, the MDTF proved less suitable for the delivery of a rapid and visible peace dividend for the population. In mid-2008, to promote the transition from humanitarian aid to development and to deliver quick results by working with NGOs that are already active in the area, the Sudan Recovery Fund (SRF) was set up.³⁶ The Netherlands was closely involved establishing the SRF, which is managed by UNDP. The fund is mainly aimed at local communities, and focuses especially on promoting livelihoods and security in the community.

Population	38,114,000
Area	2,505,813 km ² (60.3 x the Netherlands)
Capital	Khartoum
Birth rate	35 births / 1,000 inhabitants
Mortality rate	9 deaths / 1,000 inhabitants
Infant mortality rate	61 deaths / 1,000 births
Life expectancy	58 years
Illiteracy	41 % (>15 years old)

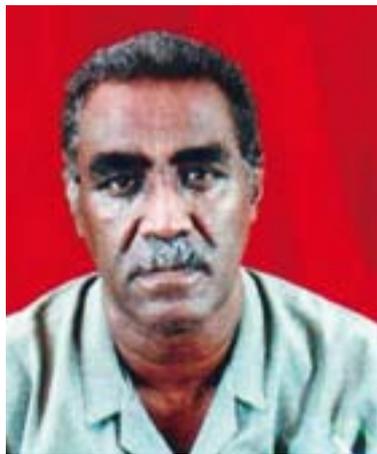
Food supply per capita	9,458 kJ per day (2003)
Health care	one doctor / 6,250 inhabitants (2002)
Vaccination rate	50 % (2003)
Employment in agriculture	69.8%
Employment in industry	8.6%
Employment in services	21.6%
Purchasing power (GDP) per capita	€1,910
Growth in GDP 1990-2003 per capita	3.3% per year

Exports	Petroleum, cotton, sesame seeds, cattle, peanuts, Arabian gum, sugar
Imports	Food, petroleum, various manufactured goods, machinery, medicines, chemicals, textiles, wheat
CO ₂ emissions	0.3 tonnes per inhabitant (2003)
Energy consumption	691 kg carbon equivalent per inhabitant (2002)
Energy balance	58% surplus (2002)

In the second half of 2008 18 programmes were approved to develop market places, microcredit facilities, income-generating activities and vocational education in agricultural areas and elsewhere. The SRF will also acquire a separate window for strengthening local civil society. The results of these activities should start to be visible in 2009. To supplement the multilateral instruments bilateral programmes will be implemented – in close consultation with the Joint Donor Office, in which six countries work together – in the areas of rule of law, agricultural development, democratisation and security.

It remains a challenge to work in a relatively unstable and unsafe post-conflict situation like South Sudan. Both bilaterally and together with other donors (e.g. through the Joint Donor Office), the Netherlands has requested that attention be devoted at various levels to the provision of adequate human resources for the World Bank and UN offices in South Sudan. Partly as a result of this pressure from donors, the World Bank staff in Juba was considerably expanded in 2007-2008.





South Sudan

Omer M.A. El-Haj

Who?

Omer M.A. El-Haj is manager of the Community Development Fund (CDF) in Sudan. The CDF works to achieve sustainable development by improving social services for the population. The projects that the CDF supports are located around 800 km from the capital, Khartoum.

What is your position?

I am general director of the CDF and responsible for social services, at both state and local level.

How important is the work of the CDF?

Our work is very important for the region. Large parts of Sudan were destroyed during the 21-year civil war. When the peace agreement was signed in January 2005 one of the main priorities was reconstruction by strengthening and developing the areas that had been destroyed. The CDF contributes to this by providing social services.

Can you give an example of your activities?

Our work includes strengthening local civil society organisations. One example is promoting participation within local communities. In addition we are now setting up a network to promote cooperation between ministries, NGOs, local civil society organisation and communities. One of the aims of this cooperation is to promote development in the poorest areas. We are also encouraging local partners to play a greater role in the implementation of social development projects.

Can you give us some examples of successful activities?

As a result of our intervention a school was built in the village of Nazuba in South Kordofan. Until then, children had to walk more than two hours every day to the nearest school. With the help of the CDF, the community built a school in Nazuba, with accommodation for the teachers. One of the most important consequences of this project is that more teachers stayed and worked at the school because of the good living and working conditions. And more children enrolled. This experience taught us how a project can be successful if the needs and priorities are determined by the community itself. A community that bears the responsibility itself and contributes to the continuation of a project is a good example of sustainable development.

How do you feel about being partly dependent on external funding?

Thanks to our cooperation with international donors we can implement more projects and thereby strengthen local communities.

What would you change if you were the Dutch Minister for Development Cooperation?

I would make sure the support directly helps the poor and would minimise the other conditions that influence Dutch aid funds directly or indirectly.

Is there anything else you would like to say?

I would call for development aid to be increased if we achieve a certain percentage of the Millennium Development Goals.

Text: Omer M.A. El-Haj
Photo: Omer M.A. El-Haj

8.3.2

Afghanistan

Working on good governance



Security and stability are crucial to making progress with reconstruction and strengthening governance. At the same time good governance is an important precondition for improving stability and security. Winning the trust of a population that has suffered decades of conflict is not easy. The Taliban has proved to be an opponent that makes deft use of local conflicts and tensions, and is not afraid to use brute force and intimidation to influence the local people. For the success of the Dutch mission in Uruzgan it is clearly necessary to gather detailed knowledge and a good understanding of tribal relations and tensions in the province. The Netherlands strongly advocates representative and competent governance and tries, through targeted projects, to bring tribes closer together and reduce local tensions.

Improving the quality of government and restoring trust among all the population groups in Afghanistan requires first and foremost a sustained effort, especially on the Afghan side. The ministerial appointments in the autumn of 2008 are a positive step and some ministries (Interior, and Agriculture, Irrigation and Livestock) have achieved visible results that are important for the rule of law and the economy. However, at provincial level in particular, the strengthening and expansion of the government apparatus is starting to

run out of steam. In Uruzgan prominent positions, like that of district governor or police commandant, often remain unfilled for long periods, or new officials do not meet the criteria for competence, integrity or tribal neutrality. This is a recurring topic of discussion with the Afghan authorities because competent, neutral local administrators are crucial to the achievement of sustainable stability and security in Uruzgan. Constant attention to the governance situation is therefore one of the main priorities of Dutch diplomatic efforts, in the knowledge that it is up to the Afghan government itself to improve and give further shape to governance.

One of the most pressing problems that the Netherlands encountered at the start of the mission in Uruzgan in 2006 was an acute and widespread lack of capacity at local government level. A serious shortage of infrastructure, resources and qualified personnel (95% illiteracy) meant that the Afghan government was only functioning at a minimum level. Capacity development was therefore one of the mission's highest priorities right from the beginning. The Netherlands has invested in improving government buildings and better equipment for civil servants and, together with the UN and NGOs, made a start on training and strengthening the government apparatus. The governor of Uruzgan has at his

disposal competent special advisers financed by the Netherlands. They assist the governor with the introduction of Afghan policy in priority sectors. In addition, the Netherlands contributes to programmes run by the German development organisation *Gesellschaft für Technische Zusammenarbeit* (GTZ) and UNDP to strengthen local governance capacity. GTZ is active in developing the capacity of the provincial offices of the line ministries. With the opening of its office in Tarin Kowt, the United Nations Assistance Mission in Afghanistan (UNAMA) will also support and advise the provincial government. Now that various governance initiatives are being developed, the Netherlands and UNAMA will ensure that they are closely coordinated to achieve sustainable results. Building a professional and competent civil service will take a long time. Nevertheless the first steps have been taken and the capacity of the local government has been expanded.

The progress that has been made must be seen against the background of the tribal system in Afghanistan, which continues to be a major factor in social life. Tribal loyalties are often more important for local officials or police officers than the formal responsibility they bear towards the Afghan government. This nurtures corruption and undermines the

Population	28,717,000
Area	652,100 km² (15.7 x the Netherlands)
Capital	Kabul
Religion	Islam 99%
Ethnicity	Pashtuns 42% Tajiks 27% Hazara 9% Uzbeks 9% Aimaq 4% Turkmen 3% Balochs 2%
Birth rate	47 births / 1,000 inhabitants
Mortality rate	20 deaths / 1,000 inhabitants

Infant mortality rate	160 deaths / 1,000 births
Life expectancy	47 years
Illiteracy	64% (>15 years old)
Food supply per capita	7,344 kJ per day (2003)
Health care	one doctor / 7,692 inhabitants (2002)
Vaccination rate	54% (2003)
Employment in agriculture	53%
Employment in industry	20%
Employment in services	27%

Purchasing power (GDP) per capita	-
Growth in GDP 1990-2003 per capita	-
Exports	Opium, fruit and nuts, carpets, wool, cotton, skins, furs, precious stones
Imports	Capital goods, food, textiles, petroleum
CO₂ emissions Energy consumption	-
	163 kg carbon equivalent per inhabitant (2002)
Energy balance	64% deficit (2002)

credibility of the government among the local people. This restricts the effectiveness of the national and provincial government, while it is the government that should form the core of a better future for Afghanistan. The prospects for the elections in 2009 and 2010 also suggest that higher authorities and officials will strengthen their ties with their tribal supporters. This will not benefit the functioning of the lines of governance from central to local level.

Uruzgan was and continues to be one of the poorest provinces in one of the poorest countries in the world. Expectations of the results that can be achieved must therefore not be too high. If the absorption capacity can keep pace with the effort, the Netherlands' activities will start to have a positive and concrete impact on the daily lives of the majority of the people of Uruzgan by the end of 2010.





Afghanistan

Koen Davidse

Who?

Koen Davidse is a political scientist and an official at the Ministry of Foreign Affairs. As director of the Fragile States and Peacebuilding Unit (EFV) he is responsible for the assistance to Afghanistan. He works in The Hague.

What does the EFV do in Afghanistan and what is your position?

I have been involved in the programme in Afghanistan since the start of the Dutch mission in Uruzgan in 2006. As director of the EFV, my team and I work with our colleagues in Kabul and Uruzgan on reconstruction in Afghanistan. Together with the people in the field we contribute to development and poverty reduction. That means, among other things, that we try to get development organisations involved in Uruzgan to help the Afghan government with education, health care, agriculture or infrastructure. And we work with the World Bank, the UN and the Afghan authorities at national level to strengthen Afghan leadership in the country's development.

How important is your work in Afghanistan?

I think that it is very important that we emphasise the leadership of the Afghan government at national level. The national government is responsible for the country's development and we contribute to that. Without our support the Afghan leaders would not have had such authority. In addition, as the largest donor, the Netherlands has contributed to a large number of developments in Uruzgan. The Afghan government now devotes more attention than ever to the province, health care has improved and infant and maternal mortality rates have fallen, there are more schools and more children (including girls) attend them. There is more agriculture, microcredit is available and security has improved. We are contributing in every area, but we still have a very full agenda ahead of us.

Can you give an example of a successful – or perhaps less successful – project?

Development is very slow, especially in Uruzgan. Security and weak governance continue to be serious problems. There is a severe lack of administrative capacity. The number of people with a university education is minimal. It is difficult to reach women in South Afghanistan and to help them develop and obtain their rights. But we continue to try, with health care, education for girls, small-scale livestock breeding and microcredit. One big success is that more and more NGOs, UN agencies and Afghan ministers come to Uruzgan. The province is increasingly on the map and there is more economic activity and service provision. In national terms, too, more children are going to school and health care is improving.

How does your work contribute to achievement of the MDGs?

We contribute to the MDGs indirectly. In many countries there is a more direct link between aid and an MDG, but in fragile states you often have to improve security first or improve the capacity and legitimacy of the government. We also have to generate more economic activity and a peace dividend, and that often has a direct impact on the MDGs. People see that their living standards or the services available to them have improved as a result of the government's efforts.

The Dutch troops in Uruzgan contribute, for example, to security and the training of Afghan security troops, which means that more children can go to school and more people can engage in agricultural activities. That has a positive impact on development in the country. Another example: together with the UN we distributed a lot of extra seeds in Uruzgan this winter, which increased food production.

The Afghan government, in consultation with the World Bank and donors like the Netherlands, has drawn up a national development strategy, incorporating all MDGs. We support the government in that context mainly in the areas of education, health and rural development. By strengthening the responsible ministries, we ensure that their programmes can be implemented.

Do you think that Afghanistan will achieve the MDGs?

Achieving the MDGs will certainly not be easy. There are considerable regional differences and the south in particular is very unsafe and the level of development is low. It will be a great challenge. Afghanistan is one of the four poorest countries in the world. There is no doubt that we will continue to make progress, but we must keep working on improving security and governance and on the peace dividend.

Is there anything else you would like to say?

I would like once again to emphasise the importance of the MDGs. They give our work a focus and show us if we are on the right track. Whether we are working on better governance, security or something else, it is good to keep the MDGs in mind as a guideline.

Text: Paulette Mostart
Photo: Henk Wildschut

8.4

Conclusions Fragile states

In 2007-2008 much was done and achieved in fragile states. The Netherlands was able to play an important role in these achievements, by initiating and supporting various activities, by participating in the international policy dialogue and as a coordinator between donors and national governments. In the past two years a number of important lessons have been learned on how to tackle problems in fragile states, which were expressed in 2008 in the strategy 'Security and Development in Fragile States'. The core of the strategy is that results can only be achieved by applying an integrated mixture of instruments tailored to the local context, based on a thorough and deep understanding of the political, security and development dimensions of a fragile state. In implementing interventions, it is not only cooperation between the various Dutch organisations that is important, but there also needs to be agreement at international level about shared goals and the division of tasks.

For fragile states themselves parallel progress in the dimensions mentioned in the strategy (security, government legitimacy and capacity, and a visible peace dividend) is necessary to prevent them falling back into armed conflict. All in all this is a complex agenda with many players and just as many different interests. The results described here give the impression that the Netherlands has made good progress and belongs to a small group of countries that are leading the field internationally in shaping policy on fragile states.

However, a little modesty is called for. Security and development in fragile states is a matter of trial and error and the intervention of the international community is certainly no guarantee of success. In the last two years there have been some cautious signs of progress in Guatemala and Colombia. Kosovo, too, seems more stable, although there are still many underlying tensions. However, the threat of a resumption of conflict in Sudan and the DRC, the violence in Afghanistan and the Palestinian Territories, and slow development in Burundi and Pakistan remain causes for concern. In the coming years, the governments and civil societies of the various fragile states still have much to do. The Netherlands firmly intends to continue to support them in these endeavours.

Abbreviations

AAA	Accra Agenda for Action	IATT	Inter-Agency Task Team (IATT) on Education	SPICAD	Support Programme for Institutional and Capacity Development
ADEA	Association for the Development of Education in Africa	IDEA	International Institute for Democracy and Electoral Assistance	SPLM	Sudan Peoples' Liberation Movement
AFEM	Association des Femmes Educatrices au Mali	IDLO	International Development and Law Organisation	SRHR	Sexual and Reproductive Health and Rights
AFEW	Aids Foundation East-West	IFC	International Finance Corporation	SRTF	Sudan Reconstruction Trust Fund
AMM	Association des Municipalités du Mali	IFDC	International Center for Soil Fertility and Agricultural Development	SSR	Security Sector Reform
ANBP	Afghan New Beginnings Programme	IGAP	Integrated Gender Action Plan	TAC	Treatment Action Campaign
APMASD	Anti-Personnel Mine & Ammunition Stockpile Destruction	IGWG	Intergovernmental Working Group on Public Health, Innovation and Intellectual Property	TDR	Tropical Disease Research and Training Programme
ARTF	Afghan Reconstruction Trust Fund	IHE	Institute for Water Education	TGNP	Tanzania Gender Networking Programme
ARV	Anti-retroviral	IHP+	International Health Partnership plus	TRIPS	Trade Related Aspects of Intellectual Property Rights
ASTAE	Asia Sustainable Technology and Alternative Energy	IICD	International Institute for Communication and Development	UCEP	Underprivileged Children's Education Programs
AU	African Union	IIED	Internal Institute for Environment and Development	UGMP	Uganda Governance Monitoring Programme
AU PSC	African Union Peace and Security Council	IIEP	International Institute for Educational Planning	UIS	UNESCO Institute for Statistics
AVR	Armed Violence Reduction	ILO	International Labour Organisation	UNAMA	United Nations Assistance Mission in Afghanistan
AWEPA	European Parliamentarians for Africa	IMCI	Integrated Management of Childhood Illness	UNAMID	United Nations African Union Mission in Darfur
BCPR	Bureau for Crisis Prevention and Recovery	IOB	Policy and Operations Evaluation Department	UNCTAD	United Nations Conference on Trade and Development
BEST	Business Environment Strengthening for Tanzania programme	IPCC	Intergovernmental Panel on Climate Change	UNDP	United Nations Development Programme
BINUB	United Nations Integrated Office in Burundi	IPPF	International Planned Parenthood Federation	UNEP	United Nations Environment Programme
BOAM	Business Organisation and Access to Markets	ISS	Institute for Social Studies	UNESCO	United Nations Education, Scientific and Cultural Organization
BPR	Banque Populaire de Rwanda	ITO	International Tropical Timber Organisation	UNFPA	United Nations Population Fund
BSF	Basic Services Fund	IUCN	International Union for Conservation of Nature and Natural Resources	UNHCR	United Nations High Commissioner for Refugees
CABA	Children Affected By AIDS	IWHC	International Women's Health Coalition	UNICEF	United Nations Children's Fund
CAMPE	Campaign for Popular Education	JI	Joint Implementation	UNIDIR	United Nations Institute for Disarmament Research
CapNet	Capacity Building for Integrated Water Resources Management	JLICA	Joint Learning Initiative on Children affected by Aids	UNIFEM	United Nations Development Fund for Women
CBI	Centre for the Promotion of Imports from Developing Countries	KIT	Royal Tropical Institute	UNMIS	United Nations Mission in Sudan
CDM	Clean Development Mechanism	MAG	Mines Advisory Group	UNOPS	United Nations Office for Project Services
CEDAW	Convention on the Elimination of all forms of Discrimination against Women	MARD	Ministry of Agriculture and Rural Development of Vietnam	URA	Uganda Revenue Authority
CILC	Center for International Legal Cooperation	MASP	Multi-Annual Strategic Plan	USAID	United States Agency for International Development
CLTS	Community Led Total Sanitation	MCNV	Medical Committee Netherlands-Vietnam	VMP	Trade Union Cofinancing Programme
CMD-K	Centre for Multiparty Democracy Kenya	MDG	Millennium Development Goal	VNG	Association of Netherlands Municipalities
CNDP	Congrès National pour la Défense du Peuple (DRC)	MDRI	Multilateral Debt Relief Initiative	WAD	Weapons and Ammunition Disposal
Cobades	Community Based Development Services	MDRP	Multi-Country Demobilization and Reintegration Program	WASH	Water, Sanitation and Hygiene
CRU	Climatic Research Unit	MDR-TB	Multidrug-resistant TB	WECF	Women in Europe for a Common Future
CSO	Civil Society Organisation	MDTF	Medium-term Expenditure Framework	WFP	World Food Programme
CSR	Corporate Social Responsibility	MDTF	Multi-Donor Trust Fund	WFWP	Women for Water Partnership
CSW	Commission on the Status of Women	MFO	Cofinancing organisation	WHO	World Health Organisation
DANIDA	Danish International Development Assistance	MFS	Cofinancing system	WOPs	Water Operators Partnerships
DFID	UK Department for International Development	MONUC	Mission of the United Nations Organisation in the Democratic Republic of Congo	WPF	World Population Foundation
DIAG	Disbandment of Illegally Armed Groups	MSI	Mary Stopes International	WSP	Water and Sanitation Program
DNDI	Drugs for Neglected Diseases Initiative	NACCAP	Netherlands-African Partnership for Capacity Development and Clinical Interventions against Poverty-related Diseases	WUR	Wood Utilization Research
DPA	Department of Political Affairs	NAWL	National Association of Women Lawyers	WWF	Worldwide Fund for Nature
DRC	Democratic Republic of Congo	NBG	National Bureau on Gender Policy	ZANEC	Zambia National Education Council
DSF	Debt Sustainability Framework	NFP	Netherlands Fellowship Programme		
ECCD	Early Childhood Care for Development	NGO	Non-Governmental Organisation		
EDCTP	European Developing Countries Clinical Trial Partnership	NIMD	Netherlands Institute for Multiparty Democracy		
EFA	Education for All	NLACW	National Legal Aid Clinic for Women		
EIA	Environmental Effect Report	NRI	National Response Initiative		
EITI	Extractive Industries Transparency Initiative	NTP	National Tuberculosis Programme		
EMIS	Education Management Information Systems	NWDP	National Women's Development Policy		
EPA	Economic Partnership Agreement	NWP	Netherlands Water Partnership		
ESDP	European Security and Defence Policy	OAS	Organization of American States		
ESMAP	Energy Sector Management Assistance Programme	OCHA	UN Office for the Coordination of Humanitarian Affairs		
ETS	Emission Trading Scheme	ODA	Official Development Assistance		
EUFOR	European Forces in Bosnia and Herzegovina	OECD	Organisation for Economic Cooperation and Development		
EUPOL	European Union Police Mission	OHCHR	Office of the High Commissioner for Human Rights		
EUSEC	European Communications Security and Evaluation Agency	OPTCA	Organic Products Trading Company		
FAO	UN Food and Agriculture Organization	ORET	Development-related Export Transactions programme		
FARDC	Forces armées de la République démocratique du Congo	ORIO	Development-related Infrastructural Development programme		
FAWE	Forum for African Women Educationalists	OSCE	Organisation for Security and Cooperation in Europe		
FEOU	Uruzgan Economic Reconstruction Fund	PAC	Parliamentary Accounts Committee		
FIAS	Foreign Investment Advisory Service	PBA	Programme Based Approach		
FIRST	Financial Sector Reform and Strengthening Initiative	PFM	Public Finance Management		
FIVDB	Friends in Village Development	PIDG	Private Infrastructure Development Group		
FMO	Netherlands Development Finance Company	PIU	Project Implementation Unit		
FNL	Forces nationales de libération	PMTCT	Prevention of Mother to Child Transmission		
FOPP	Fund for Development, Plurality and Participation	POP	Producer Organisations Support programme		
FSC	Forest Stewardship Council	PRSP	Poverty Reduction Strategy Paper		
FTI	EFA/Fast Track Initiative	PRT	Provincial Reconstruction Team		
GAVI	Global Alliance for Vaccines and Immunisations	PSI	Private Sector Investment programme		
GCPDO	Great Commission for People Development and Orphans	PSOM	Programme for Cooperation with Emerging Markets		
GDP	Gross Domestic Product	PUM	Netherlands Management Cooperation Programme		
GEF	Global Environment Facility	PWYP	Publish What You Pay		
GFATM	Global Fund to fight Aids, TB and Malaria	RECSA	Regional Centre on Small Arms		
GJLOS	Governance, Justice, Law and Order Programme	RHS	Reproductive Health Supply		
GNI	Gross National Income	RIVM	National Institute for Public Health and Environment		
GNP+	Global Network of People with HIV	SACMEQ	Southern and Eastern Africa Consortium for Monitoring Education Quality		
GPF	Governance Partnership Facility	SAF	Stability Assessment Framework		
GPI	Gender Parity Index	SALIN	Strategic Alliances with International NGOs		
GSP	General System of Preferences	SEA	Strategic Environmental Assessment		
GTZ	Gesellschaft für Technische Zusammenarbeit	SER	Social and Economic Council		
HIF	Health Insurance Fund	SGACA	Strategic Governance and Corruption Analysis		
HIPC	Heavily Indebted Poor Countries	SME	Small and medium-sized enterprise		
HIRD	High Impact Rapid Delivery Strategy				
HRP	Human Rights Project				
HSEP	Health Service Extension Program				

Acknowledgements

A large number of people within and outside the Ministry of Foreign Affairs contributed to this Results in Development report for 2007-2008, under the direction of the ministry's Effectiveness and Quality Department (DEK).

From the end of 2007, the possibilities of producing a joint report were explored, together with the Civil Society Organisations Division (DSI/MY), Partos and a number of MFO partners. This led to the drafting of a pilot report.

From November 2008 embassies in the Netherlands' partner countries and MFO partners submitted subject matter for the report, on the basis of which writing groups consisting of staff members from the ministry and the MFOs drafted the various chapters. A readers' group then checked the draft texts for consistency and attention to gender and other crosscutting themes.

Preparation and pilot:

MFO partners: Maurits Servaas (ICCO), Marja Exterkate (Partos), Eric Korsten (SNV), Lucia Helsloot (Cordaid), Jappe Kok (Hivos), René Schoenmakers (Plan Nederland), Frans Verberne (ETC), Jael van der Heijden (Oxfam Novib), Wouter Rijnveld (W&D), Marjan van Es (Hivos), Dienneke de Groot (ICCO).

Ministry of Foreign Affairs: Pim van der Male, Rob Swinkels, Marjorie Meis, (DEK/RM), Bert Vermaat (DEK/BA), Karin Weber and Jan-Willem Oosterbroek (DSI/MY), Dick van Ginhoven, Kim van Wilgenburg and Peter de Vries (DMW)

Writing groups per chapter:

Introduction: Niels van der Bijl (DVL), Herman Specker, Pim van der Male and Philip Bastiaenen (DEK/RM)

MDG 1: Maurits Servaas (ICCO), Margriet Poel and Annemiek Beekmans (SNV), Sabine Blokhuis, Elsbeth Koning and Esther Tessemaker (DDE/NB).

MDG 2: Sita Dewkalie (Oxfam/Novib), Aart van den Broek (Edukans), Maryse Tanis (Woord and Daad), Sheela Khoesial (SEVA Network Foundation), Chris de Nie, Pia van der Boom and Yvonne van Hees (DCO/OO).

MDG 3: Jappe Kok (Hivos), Alice Bouman (NVR), Ella de Voogd and Annelieke Duker (DSI/ER).

MDG 4, 5 and 6: Arjen Mulder (Oxfam/Novib), Hilde Kroes (WPF), Jessica de Ruijter (VSO), Joost van der Meer (AFEW), Jose Utrera (Cordaid), Beatrijs Stickers (KNCV TB), Marco Gerristen and Hilde van Esch (trainee) (DSI/SB).

MDG 7: Govert Visser (DMW).

Per sub-MDG:

Environmental degradation, Energy, Climate: Wim van Nes (SNV), Heerko Dijksterhuis (Both Ends), Govert Visser (DMW/NB) and Ton van der Zon (DMW/IB).

Forestry, Biodiversity: Chris Enthoven and Aaron Vermeulen (WWF), Omer van Renthergem (DMW/NB), Durk Adema, Ron Havinga and Antje van Driel (DMW/NE).

Water and Sanitation: Hester Foppen and Maurits Servaas (ICCO), Arnold van de Klundert (Waste), Dick Bouman (Aqua for All), Peter de Vries (DMW/NB), Esther de Wit (DMW/IB).

MDG 8: Frederik Haver Droeze, Marleen Monster (DGIS/CE), Philip Bastiaenen (DEK/RM).

Contributions from: Maurits Servaas (ICCO), Wiert Wietsema (Both Ends), Annelies den Boer (Wemos), Frans Verberne (ETC), Nenita La Rose and Johan Martens (Child Helpline International), Sjeng Smeets (DDE/IM), Tjalling Dijkstra (DDE/IM), Saskia de Smidt (DDE/IM), Leonoor Munster (DDE/OB), Lex van der Burg (DDE/OB), Jos Lubbers (DMW/IB), Theo Sande (DGIS/CE), Timor El-Dardiry (DVF/IF), Hans de Voogd (DVF/IF), Gerben Planting (DVF/IF), Jeroen Rijniers (DCO/OC), Yvonne van Hees (DCO/OC), Thom Sprenger (DGIS/project 2015), Weert Mostert (DEK/HI), Sonia van Nispen (DEK/HI).

Coordinated with the following ministries:

Agriculture, Nature and Food Quality, Economic Affairs Health, Welfare and Sport, Finance, Housing, Spatial Planning and the Environment

Good Governance and Social Development: Lucia Helsloot (Cordaid), Bart Dijkstra (Free Voice), Jan Til (Plan Nederland), Annet IJff (ICCO), Ruth Emmerink, Annouk de Goede and Henri van Idsert (trainee) (DMH/GB).

Fragile States: Kees van den Broek (Cordaid), Annemarie Sweeris (IKV/Pax Christi), Eveline Rooijmans (Oxfam Novib), Louise Anten (Conflict Research Unit (CRU), Clingendael), Mark Waanders (DAB, Ministry of Defence), Hugo de Vries, Jan Huesken, Jelte van Wieren and Paula Sastrowijoto (EFV), Lissette den Breems (DMW).

Readers' group:

Marieke Pluk (Sparks), Dik Verboom (Edukans), Martha Meijer (AIM for HR), Frans Baneke (WPF), Sjef Ernes (AquaforAll), Frans van der Linde (Fairfood), Anne-Marie Heemskerk (Partos), Marie-Trees Meereboer (Partos), Jan Lock (Woord&Daad), Marco de Swart (Oxfam Novib), Dirk-Jan Koch (Embassy DRC), Onno Koopmans (Embassy OUA), Rob van de Boom (Embassy LAP), Rein Koelstra (Embassy GUA), Timor El-Dardiry (DVF), Jan-Willem Oosterbroek, Ella de Voogd, Annelieke Duker (DSI), Frederik Haver-Droeze (DGIS/CE), Marcel Vos (DVL/IS), Herman Specker, Hans Pelgröm, Philip Bastiaenen, Rob Swinkels, Pim van der Male and Bert Vermaat (DEK).

Thanks are also due to the following individuals and organisations:

National Committee for International Cooperation and Sustainable Development (NCDO), the Dutch embassies in the partner countries, Peter Schuurman, Marc Rooijackers (FEZ/BZ), Jan-Willem Oosterbroek, Willemijn van der Toorn, Karin Weber (DSI/MY), Eric Hilberink (DVF/IF), Stella Ronner (AMDG), Marcel Vos, Rolf Wijnstra (DVL/IS), Nico Commijs, Anouska Litzouw (DVL/DM), Hans Pelgröm, Rob Swinkels (DEK/RM).

Colophon

Contact information:

Ministry of Foreign Affairs
Postbus 20061
2500 EB Den Haag

Secretariat:

Pim van der Male, Marjorie Meis (DEK/RM) and Bert Vermaat (DEK/BA)

Editing:

Brigitte Ars

Final editing:

Effectiveness and Quality Department (DEK)

Final editing of interviews:

Paulette Mostart

Correction of interviews:

Marijn Mostart

Translation:

Translation Department, Ministry of Foreign Affairs

Concept:

Vandejong, Amsterdam (www.vandejong.nl)

Art direction and design:

Vandejong, Amsterdam in collaboration with SYB Ontwerp

Map design:

©Mapping Worlds

Maps and figures:

NCDO/ Mapping Worlds in collaboration with DEK

Country information:

De Bosatlas (www.bosatlas.nl)

Country documentation:

Retrieved 23 March 2009 from:
<http://landendocumentatie.bosatlas.nl/toCountriesViewN.do>

Country images:

©Agefotostock (www.agefotostock.com), except the images of South Sudan: Hollandse Hoogte: Sven Torfinn, Tom Pilston

Printing:

OBT, The Hague

Results in Development 2007/2008 is available in printed form and in PDF form at www.minbuza.nl.

No rights can be derived from the contents of this publication. The use of text or illustrations is not allowed without prior written permission from the Ministry of Foreign Affairs.

May 2009

www.minbuza.nl

BZDR 6657 / E

