## Fact sheet:

## Disability inclusiveness of development and humanitarian aid in **DENMARK**

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| **Less English-language information was available for Denmark than for other ODA providers. However, based on the available information, this review found little evidence that Denmark yet places a strong emphasis on disability inclusion in its development and humanitarian policies, processes, and mainstream programmes. Nonetheless, Denmark does have some disability-targeted programmes, and is unusual in that a significant part of these programmes is delivered directly by DPOs. Following engagement with Danish organisations of persons with disabilities (DPOs), the Ministry of Foreign Affairs lately started taking some measures that signal an interest in disability inclusion, such as its recent adoption of the disability ‘DAC marker’. It is too early to tell whether these positive signals will be followed by more thorough-going changes to policies and processes in future.** |

**Methods used:** review of documents in the public domain (in English); review of Organisation for Economic Cooperation and Development’s Creditor Reporting System database ; exchange with the Ministry of Foreign Affairs ; exchange with Disabled People’s Organisations Denmark (DPOD). The review took place between July and September 2020.

For important context on the scope of the work, please refer to the [methodology document](https://www.edf-feph.org/content/uploads/2020/11/Mapping-inclusivenss_methodology_final.docx)

### **Key facts**

### **STRATEGY AND LEADERSHIP**

Clear commitments in strategy documents and leaders’ statements have a key role to play in driving the department-wide changes needed for disability inclusion.

* **Ministry in charge of international development and humanitarian action**: [Ministry of Foreign Affairs](https://um.dk/en/). The term ‘[Danida](https://um.dk/en/danida-en/)’ is commonly used to refer to the Ministry’s development cooperation and humanitarian action activities. Spending through the Ministry amounted to over 99% of Denmark’s total allocable Official Development Assistance (ODA) spending in 2018.[[1]](#footnote-1)
* **National strategy/policy on disability**: Denmark does not currently have a national strategy or action plan on disability.[[2]](#footnote-2)
* **Law on ODA:** The Danish [Act on International Development Cooperation](https://amg.um.dk/en/policies-and-strategies/new-law-development-cooperation/~/media/amg/documents/policies%20and%20strategies/act%20on%20denmarks%20international%20development%20cooperation/lov%20engelsk.pdf) does not refer explicitly to disability, but does refer implicitly to the Convention on the Rights of Persons with Disabilities (CRPD) in stating that “The objective of Denmark’s development cooperation is to fight poverty and promote human rights, democracy, sustainable development, peace and stability in accordance with the United Nations Charter, the Universal Declaration of Human Rights **and the United Nations’ human rights conventions**”.[[3]](#footnote-3)
* **Overall strategy/policy on international cooperation and humanitarian action**: Denmark’s 42-page [strategy](https://um.dk/~/media/um/danish-site/documents/danida/det-vil-vi/strategier/the%20world%202030%20%20denmarks%20strategy%20for%20development%20cooperation%20and%20humanitarian%20action.pdf?la=da) for development cooperation and humanitarian action (2017) includes a focus on human rights (as the fourth of four priorities). While in principle a human rights based approach creates a favourable environment for disability inclusion, there is little more concrete evidence in the strategy that Denmark sees disability as a priority: the strategy only refers to disability once (as part of a list of disempowered groups), in the context of the role played by civil society organisations.[[4]](#footnote-4) The Danish Government’s [presentation of its priorities](https://um.dk/~/media/um/english-site/documents/danida/sustainable%20development/the%20governments%20priorities%20for%20danish%20development%20cooperation%202020.pdf?la=en) for development cooperation in 2020 (20 pages) does not refer to disability. A new development and humanitarian strategy will be introduced from the end of 2021. Danish civil society organisations, including organisations of persons with disabilities (DPOs), will be invited to take part in consultation on the strategy,[[5]](#footnote-5) but it is too early to tell whether the new strategy will include a stronger emphasis on disability.
* **Strategy/policy on disability in international cooperation and humanitarian action:** Denmark does not yet have a strategy or policy on disability in international cooperation and humanitarian action.
* **Charter on inclusion of persons with disabilities in humanitarian action:** Denmark has endorsed the [charter](http://humanitariandisabilitycharter.org/).
* **Evidence of senior commitment to disability inclusion in international cooperation and humanitarian action:** In June 2020 the Minister for Development Cooperation, Rasmus Prehn, spoke at an event hosted by Disabled People’s Organisations Denmark (DPOD), to launch the Inter-Agency Standing Committee guidelines on the inclusion of persons with disabilities in Humanitarian Action: he emphasised the Government’s commitment to leave no-one behind.[[6]](#footnote-6)
* **Engagement in the** [**Global Action on Disability (GLAD) Network**](https://gladnetwork.net/): Denmark is not yet a member of the GLAD Network.
* **Other engagement on disability inclusion with international actors in the fields of development cooperation and humanitarian action**: An English-language search of online documentation did not identify any prominent examples of such engagement.

### **ENGAGEMENT WITH DPOs**

High-quality engagement with DPOs is fundamental. Not only does it make development cooperation and humanitarian action legally compliant and technically stronger in the short term. By strengthening the disability movement and making space for real participation – as the “subject of action”, not the “object of intervention”,[[7]](#footnote-7) it also contributes to the redistribution of power that is a pre-requisite for sustainable disability-inclusive development in the long-term.[[8]](#footnote-8)

* **DPO engagement in Denmark’s ODA**: Disabled People’s Organisations Denmark (DPOD - the national umbrella organisation that represents 35 DPOs covering a diversity of impairment groups, of which around 10 are actively engaged in international cooperation) reports that Danish organisations of persons with disabilities participate in discussions on international cooperation on an equal footing with other Danish civil society organisations.[[9]](#footnote-9) Based on the documents reviewed for this analysis, there is no evidence that DPOs from the Global South have the opportunity to participate in decisions about mainstream Danish international cooperation programming or policy. For disability-**targeted** interventions, Denmark channels part of its funding directly through DPOs. Such funding flows to Danish DDPOs in the first instance, but they then enter partnerships with sub-grantees in the Global South.[[10]](#footnote-10)

### **INTERNAL CAPACITY**

Successfully implementing disability-inclusive development cooperation and humanitarian action requires sufficient staff with relevant skills and experience.

* **Human resources for work on disability**: One staff member at Danida is responsible for the inclusion of marginalised groups (including persons with disabilities) in humanitarian action and one staff member is responsible for disability inclusion in development cooperation.[[11]](#footnote-11) (Based on the evidence reviewed, it was not clear whether this is a full-time or a part-time responsibility). In making comparisons it should be noted that Danida’s total staff complement is relatively small compared with some other ODA providers, although it was not possible to isolate a precise Danida staff number from the larger total who work at the Ministry of Foreign Affairs in general.[[12]](#footnote-12)
* **Tools and guidance for work on disability:** An English-language review of documents in the public domain did not identify any such tools and guidance.[[13]](#footnote-13)
* **Recognition for staff work on disability:** This review did not find any evidence of specific performance incentives for staff work on disability.

### **MANAGEMENT AND REPORTING**

It is essential for management and reporting processes to create positive incentives that foster disability inclusion, and avoid perverse incentives that lead to exclusion.

* **Budgeting for disability inclusion:** Danida does not yet have a policy on budgeting for the potential costs of disability inclusion. In a recent interview, staff said that the tension between reaching the maximum number of people for the least cost, and ensuring that persons with disabilities are included, was a “dilemma”, but the online account of this interview does not make clear whether the ‘dilemma’ would consistently be resolved in a way that upheld the rights of persons with disabilities.[[14]](#footnote-14)
* **Programme management:** This review did not find any evidence that the programme management process includes formal check-points for disability inclusion.
* **Grant management:** Civil society grantees are encouraged to demonstrate that they include disempowered groups, but there is no specific requirement to include persons with disabilities.[[15]](#footnote-15) An English-language review of documents in the public domain did not find any evidence of incentives or requirements to ensure the inclusion of persons with disabilities in the work of the multilateral organisations that Denmark supports. (Please note that this review focused on incentives to include persons with disabilities in the work of civil society and multilateral partners. It was beyond its scope to examine incentives through other channels, e.g. ODA investments in private sector companies, but this would be an important area for future research).
* **Procurement:** Based on an English-language review of documents in the public domain, it was not possible to conclude whether Danida’s procurement policy includes any provisions for accessibility for persons with disabilities.
* **Disaggregated data and other reporting:** It does not yet appear that Danida reports results disaggregated by disability. Civil society grantees are asked to include disaggregated data on “poor and excluded groups”, but without any requirement that this should include disability disaggregation.[[16]](#footnote-16) Overall DPOD has found that “the Danish Ministry of Foreign Affairs has very little data to document whether and how the Ministry and recipients of Danish development aid include persons with disabilities in their interventions”.[[17]](#footnote-17) (Please see ‘spending’ section below for reporting using the ‘DAC marker’).
* **Checks to detect and prevent ODA spending on activities that contravene the CRPD (e.g. forced psychiatric treatment):[[18]](#footnote-18):** Based on the evidence analysed for this review, it was not possible to conclude what controls are in place to mitigate the risk of Danish ODA funding projects that contravene the CRPD.

### **SPENDING**

Spending data shows the scale of an ODA provider’s investment in international cooperation and humanitarian action. Subject to some limitations, it also gives a snapshot of how much that ODA provider’s spending aimed to be inclusive of persons with disabilities.

* **Denmark’s total Official Development Assistance (ODA) spending**: US $ 2.5 billion (16.7 billion Danish krone) in 2019. This was 0.71% of Gross National Income.[[19]](#footnote-19)
* **Percentage of allocable ODA spending screened using the disability ‘DAC marker’ in 2018:[[20]](#footnote-20)** 0 – however, Denmark has started to use the marker for 2019 data onwards.[[21]](#footnote-21)
* **Percentage of total allocable ODA spending with disability inclusion as at least one objective in 2018**: 0 – Denmark recently adopted the marker, so no spending was marked as aiming to be disability inclusive in 2018.

### **Annex A: Key questions for future analysis and advocacy[[22]](#footnote-22)**

1. How does the Ministry of Foreign Affairs plan to reflect the importance of disability inclusion in its next development and humanitarian strategy?
2. Does the Ministry of Foreign Affairs envisage developing a [stand-alone] strategy on disability inclusion in Danish ODA? If not, how will it ensure that its ambitions and obligations on disability inclusion are strongly signalled to staff and partners? How will it ensure it has a clear theory of change for disability inclusion in the work of Danida, with time-bound objectives?
3. The Ministry of Foreign Affairs already supports DPOs to work on **disability-specific** programmes. What steps is it taking to ensure that DPOs (including those from the Global South) participate systematically as experts throughout the implementation of its **mainstream** programmes?
4. In a recent interview, staff said there was a ‘dilemma’ between reaching the maximum number of people for the least cost, and ensuring that persons with disabilities are included.[[23]](#footnote-23) How does the Ministry of Foreign Affairs ensure that persons with disabilities are not excluded from programmes because of a drive to minimise costs? Has the Ministry considered making an explicit statement on the need for Danish-funded programmes to budget for disability inclusion?[[24]](#footnote-24)
5. What checks might the Ministry of Foreign Affairs consider introducing to the process for approving ODA spending, to test whether proposals are disability-inclusive, before spending goes ahead?
6. Civil society grantees are asked to include disaggregated data on “poor and excluded groups”. Building on this, what plans does the Ministry of Foreign Affairs have to work towards disability-disaggregated reporting, across all Danish ODA spending?

### **Annex B: Denmark’s priority countries**

According to Denmark’s 2017 [strategy](https://um.dk/~/media/um/danish-site/documents/danida/det-vil-vi/strategier/the%20world%202030%20%20denmarks%20strategy%20for%20development%20cooperation%20and%20humanitarian%20action.pdf?la=da) for development cooperation and humanitarian action, priority countries are:

* “Poor, fragile countries characterised by fragility”: Afghanistan, Burkina Faso, Mali, Niger, Palestine and Somalia
* “Poor, stable countries”: Bangladesh, Ethiopia, Kenya, Myanmar, Tanzania and Uganda.

The strategy also gives prominence to work in Ghana and in Syria and its neighbours.[[25]](#footnote-25)

### **Annex C: key DPO and other contacts**

### DPOs engaged in advocacy on disability inclusion in ODA: [Disabled People’s Organisations Denmark](https://handicap.dk/english/international-cooperation) (DPOD)

* To ensure coordination with wider civil society messaging on the quantity and quality of Danish ODA, advocates may also want to consider contacting [Globalt Fokus](https://www.globaltfokus.dk/)

1. Source : Organisation for Economic Cooperation and Development, Development Assistance Committee (OECD DAC) [Creditor Reporting System](https://stats.oecd.org/Index.aspx?DataSetCode=CRS1). Calculated on a commitments basis, with negative commitments excluded. ‘Allocable’ ODA spending is a category defined by the OECD – it is this category that the OECD deems most relevant for analysis on disability inclusion. [↑](#footnote-ref-1)
2. Danish Institute for Human Rights, 2019, [submission](https://tbinternet.ohchr.org/Treaties/CRPD/Shared%20Documents/DNK/INT_CRPD_ICS_DNK_33858_E.docx) to the UN Committee on the Rights of Persons with Disabilities, p. 11 [↑](#footnote-ref-2)
3. Emphasis added. It was not possible to review the 2014 or 2017 amendments to the Act, as these are only available in Danish. [↑](#footnote-ref-3)
4. Pages 6 and 13. For more on this point, please see Disabled People’s Organisations Denmark (DPOD), 2020, [submission](https://www.ohchr.org/Documents/Issues/Disability/SubmissionInternationalCooperation/CSOs_Disabled_People%E2%80%99s_Organisations_Denmark_DPOD.docx) to the UN Special Rapporteur on Disability’s report on disability-inclusive international cooperation, p.1 [↑](#footnote-ref-4)
5. Exchange with DPOD [↑](#footnote-ref-5)
6. # Ministry of Foreign Affairs, 2020, [Konference om lancering af IASC-guidelines for inklusion af mennesker med handicap i humanitære indsatser](https://um.dk/da/om-os/ministrene/minister-for-udviklingssamarbejde/taler-og-artikler/konference/)

   [↑](#footnote-ref-6)
7. Quote from Giampiero Griffo (DPI Italia), personal correspondence [↑](#footnote-ref-7)
8. See for example European Disability Forum, [Guidance note on the role of European organistions of persons with disabilities in development cooperation](http://www.edf-feph.org/sites/default/files/guidance_note_on_dpo_involvement_in_international_cooperation_0.pdf), pp. 6-7. [↑](#footnote-ref-8)
9. Disabled People’s Organisations Denmark (DPOD), 2020, [submission](https://www.ohchr.org/Documents/Issues/Disability/SubmissionInternationalCooperation/CSOs_Disabled_People%E2%80%99s_Organisations_Denmark_DPOD.docx) to the UN Special Rapporteur on Disability’s report on disability-inclusive international cooperation, p.2, and exchanges with DPOD. DPOD represents Danish OPDs in such discussions, drawing on the inputs of its members from different impairment groups, and on their experience from programme work in the Global South. [↑](#footnote-ref-9)
10. Disabled People’s Organisations Denmark (DPOD), 2020, [submission](https://www.ohchr.org/Documents/Issues/Disability/SubmissionInternationalCooperation/CSOs_Disabled_People%E2%80%99s_Organisations_Denmark_DPOD.docx) to the UN Special Rapporteur on Disability’s report on disability-inclusive international cooperation, p.2; UN Special Rapporteur on Disability, [report](https://undocs.org/en/A/75/186) on disability-inclusive international cooperation, p. 14. Although the funds flow to Danish organisations in the first instance, this is in the context of a Danish civil society [policy](https://um.dk/en/danida-en/partners/civil-society-organisations/~/media/um/danish-site/documents/danida/samarbejde/civil-org/dokumenter/strat/civilsamfundspolitik_uk_web.pdf) that promotes the transfer of responsibilities from organisations in the Global North to those in the Global South over time (p.18). [↑](#footnote-ref-10)
11. Exchange with Danida [↑](#footnote-ref-11)
12. As at the end of 2018, the total number of staff working for the Ministry of Foreign Affairs was around 2600, but this covers a wide variety of functions besides Danida work (source : Ministry of Foreign Affairs [Annual Report 2018](https://um.dk/~/media/um/english-site/documents/about-us/annual%20report%202018%20-%20ministry%20of%20foreign%20affairs.pdf?la=en), Table 0. Adjustments made to remove a small number of staff whose roles were obviously not directly ODA-related – but the 2600 figure still includes most trade and consular related roles, as well as those related to Danida). [↑](#footnote-ref-12)
13. A 5-page [technical note](C://Users/Kitty/Downloads/Inclusion%20and%20participation%20of%20people%20with%20disabilities%20(2).pdf) exists, but was excluded from the analysis because it is not up-to-date (it predates the CRPD). [↑](#footnote-ref-13)
14. Kroglund, A., 2019, ‘[Leaving no-one behind: a Nordic movement for change](https://resourcecentre.savethechildren.net/node/15195/pdf/leaving_no_one_behind_-_english_-_pdf.pdf)’, p.17 [↑](#footnote-ref-14)
15. Kroglund, A., 2019, ‘[Leaving no-one behind: a Nordic movement for change](https://resourcecentre.savethechildren.net/node/15195/pdf/leaving_no_one_behind_-_english_-_pdf.pdf)’, p.17 [↑](#footnote-ref-15)
16. Danida, 2014, [Policy for Danish support to civil society](https://um.dk/en/danida-en/partners/civil-society-organisations/~/media/um/danish-site/documents/danida/samarbejde/civil-org/dokumenter/strat/civilsamfundspolitik_uk_web.pdf), p.38 [↑](#footnote-ref-16)
17. DPOD, 2019, [submission](https://tbinternet.ohchr.org/_layouts/15/treatybodyexternal/Assets/docx.gif) to the UN Committee on the Rights of Persons with Disabilities, p.20 [↑](#footnote-ref-17)
18. This indicator looks at what ODA is spent on, and whether this directly contributes to activities that are contrary to the provisions of the CRPD. For the wider questions of whether ODA spending contributes to activities that fulfil the CRPD, and whether the **way** that ODA is spent complies with the CRPD by enabling the active involvement of OPDs, please refer to the other sections of this fact-sheet. [↑](#footnote-ref-18)
19. Source: OECD DAC, [2019 preliminary ODA data](https://www.oecd.org/dac/financing-sustainable-development/development-finance-data/ODA-2019-detailed-summary.pdf), Table 1. Exchange rates calculated using the [IMF’s data tables](https://www.imf.org/external/np/fin/data/rms_mth.aspx?SelectDate=2019-06-30&reportType=REP) (data for the mid-point of the year, 28 June 2019). [↑](#footnote-ref-19)
20. The ‘**DAC marker**’ is a new tool introduced to the OECD DAC’s ODA database. It allows ODA providers to flag whether their spending aims to be disability inclusive. ([More information on the DAC marker is available here](https://inclusive-policy.org/wp-content/uploads/2020/09/OECD-DAC-data-guide-disability-marker_1.0.pdf)). **Allocable ODA spending** is a category defined by the OECD. It describes types of ODA spending that can more easily be controlled and monitored directly by ODA providers (e.g. project spending is easier to control and monitor directly, compared with debt relief). [↑](#footnote-ref-20)
21. Disabled People’s Organisations Denmark (DPOD), 2020, [submission](https://www.ohchr.org/Documents/Issues/Disability/SubmissionInternationalCooperation/CSOs_Disabled_People%E2%80%99s_Organisations_Denmark_DPOD.docx) to the UN Special Rapporteur on Disability’s report on disability-inclusive international cooperation, p.1 [↑](#footnote-ref-21)
22. Please note readers are advised not to draw comparisons between different ODA providers on the basis of the questions in this annex : the questions have been tailored to individual contexts and are not an indication of relative performance. [↑](#footnote-ref-22)
23. Kroglund, A., 2019, ‘[Leaving no-one behind: a Nordic movement for change](https://resourcecentre.savethechildren.net/node/15195/pdf/leaving_no_one_behind_-_english_-_pdf.pdf)’, p.17 [↑](#footnote-ref-23)
24. For a more detailed resource on these issues, please see Loryman and Meeks, 2016, ‘[Leaving no-one behind: the value for money of disability inclusive development](https://www.bond.org.uk/sites/default/files/resource-documents/leaving_no_one_behind_the_value_for_money_of_disability-inclusive_development.pdf)’ [↑](#footnote-ref-24)
25. [The World, 2030: Denmark’s strategy for development cooperation and humanitarian action](https://um.dk/en/~/media/um/english-site/documents/danida/goals/strategy/the%20world%202030%20%20denmarks%20strategy%20for%20development%20cooperation%20and%20humanitarian%20action.pdf), pp.8-9. Denmark spends some ODA in other countries outside its priority list, including through partnerships with “transition and growth economies”, through regional initiatives, (strategy pp.8-9), and through collaboration with multilateral and civil society organisations (strategy p.13 and 15 and analysis of OECD DAC [Creditor Reporting System database](https://stats.oecd.org/Index.aspx?DataSetCode=crs1)). The government’s presentation of its priorities for 2020 suggests that the list of priority countries may be re-assessed in the coming years, but it is not yet clear what the outcome will be ([The Government’s priorities for Danish development cooperation, 2020](https://um.dk/~/media/um/english-site/documents/danida/sustainable%20development/the%20governments%20priorities%20for%20danish%20development%20cooperation%202020.pdf?la=en), p.2 and p.7). [↑](#footnote-ref-25)