

DEVELOPMENT P O L I C Y COMMITTEE'S

W O R K P R O G R A M M E

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DEVELOPMENT
POLICY COMMITTEE

1. DPC'S GOALS AND TASKS

The Decree defines the main tasks

The Development Policy Committee (DPC) is a permanent parliamentarily and societally representative advisory body on development policy. Its operations are based on the Government Decree on the Development Policy Committee (1071/2019). The DPC's purpose is to strengthen the effectiveness of development policy and to promote development policy dialogue. The Decree defines five main tasks for the Committee:

1. formulate a common vision of political parties and stakeholders on current issues in development policy;
2. monitor and analyse the realisation of Finland's development policies and Finland's international commitments;
3. promote decision-making that supports sustainable development in policy sectors affecting the situation of developing countries;
4. provide the Government with recommendations on the planning and implementation of development policy;
5. increase awareness of current development policy issues

Increase awareness of current development policy issues

Focus on development policy as part of the implementation of the 2030 Agenda

The purpose of development policy is to reduce poverty and inequality in accordance with the international agreements and commitments adopted by Finland. Development policy is founded on the 2030 Agenda for Sustainable Development and its goals. Finland's goals are specified in the Government Programme and in development policy programmes revised for each government term.

The Committee analyses Finland's development policy as part of the implementation of the 2030 Agenda. In addition to development cooperation and related advocacy work, it encompasses humanitarian aid. Furthermore, Finland's global responsibility and advocacy in different policy areas fall within the scope of development policy. The DPC pays particular attention to links between sectors, actors and actions when these links materially affect the ability of the poorest developing countries to promote sustainable development goals. In these cross-sectoral questions, the Committee works in close cooperation with the National Commission on Sustainable Development and participates in projects such as the creation of the Roadmap for Sustainable Development during this Committee term.

Broad main goals for the term

The DPC appointment letter (Department for Development Policy/Ministry for Foreign Affairs/Minister Skinnari) lists the general main goals for the Committee term, including, for instance:

- monitoring the implementation of key international agreements and commitments (including the Paris Agreement on climate change), the Government Programme and the Government's Development Policy Programme
- promoting policy coherence that supports sustainable development in national decision-making
- increasing awareness of the global responsibility related to sustainable development
- providing the entire Government with recommendations on these themes
- promoting cooperation among stakeholders and interest groups and especially parliamentary cooperation to achieve development policy goals and to link them with sustainable development goals
- cooperation with parties evaluating and researching development cooperation to improve the quality and effectiveness of development cooperation

As the goals are very broad and partly overlap with the DPC's tasks and operating methods, they should be specified in more detail (and "divided up") when planning the actual operations. The Work Programme will be complemented by the DPC's guidelines to be drawn up during spring 2020 as well as the communications strategy.

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The Work Programme guides the Committee members

The Work Programme serves as a common guideline for the Committee members in the realisation of the main goal, tasks and general targets defined in the Decree. It divides the Committee's work into different years of its term and builds a continuum between terms. Moreover, it turns the DPC's actions into a more concrete and measurable form in relation to available resources. During the term 2020–2023, these include a two-person expert secretariat, an annual EUR 65,000 operating budget and the intellectual capital of the DPC's cooperation networks.

The operating budget is used for funding all DPC actions, including travel expenses, publication editing costs, website renewal and meeting and event arrangement costs. For example, the DPC's fact-finding mission takes approximately one third of the budget every year. Furthermore, the increase in the number of Committee members increases costs.

In practice, this means that the Committee has very limited resources for external assignments, which must be taken into account in planning. The secretariat has opened a position for a central government trainee (will probably not be realised) and will open a position for a public official as part of an exchange programme for public officials (especially for duties related to communications) to strengthen the DPC's human resources.

The Work Programme is constantly specified and is a "living document". More detailed theme-specific questions and goals will be specified in the implementation stage by the expert groups that are established to support the Committee's work. In each theme, issues related to

non-discrimination, equality and climate (the mitigation of climate change and the adaptation to it) are taken into account. In addition, the effects of the coronavirus pandemic should be considered in all DPC actions throughout the term.

Economy and equality at the centre stage during the previous term

During its previous term (2016–2019), the DPC focused especially on Finland's role in strengthening the economies and taxation capacity of developing countries (including the private sector and business cooperation) and on work to promote equality in the entire development policy. In addition, the Committee created a model for global responsibility and advocacy transcending government terms of office and administrative boundaries. The DPC's core tasks during each of its terms have included the monitoring of development cooperation coherence both within the policy area and across different policy areas, the review of the level of development financing appropriations, forms of financing and the allocation of appropriations.

In its actions and information production, the DPC is independent of the Ministry for Foreign Affairs, other central government bodies and the Government ruling at that moment. The main themes, or so-called "anchor themes", and goals of the term have been jointly planned and approved by the Committee member organisations. Another source used in planning is the background study on the role and wishes of stakeholders (FIANT Consulting Oy, 2019).

2. CHANGES IN THE GLOBAL AND NATIONAL OPERATING ENVIRONMENT THAT INFLUENCE THE DPC'S WORK

Global level

During its previous term, the Development Policy Committee stated that many of the “wicked problems” of our time, such as inequality, climate change, species extinction and chronic humanitarian crises, require solutions – including by Finland – that we must be able to carry out in a multidisciplinary manner, consistently and on a long-term basis across government terms of office. This is important because the impacts of the problems reverberate across wider areas and are directly or indirectly affecting increasingly more people. These phenomena fuel instability, exacerbate poverty and generate involuntary migration and flows of refugees – and create overlapping crises and new harmful situations. The interrelations between wicked problems and such phenomena are entangled. As a result, the problems will not go away with one-off attempts. Instead, we need global efforts involving all countries and actors. The coronavirus pandemic is an example of a wicked problem that afflicts and changes the entire world and has impacts that extend far into the future of both Finland and developing societies and consequently also influence Finland's development cooperation and policy.

As problems tend to become intertwined and mutually reinforcing, the same dynamics should be introduced between solutions and solution finders and the underlying causes should be tackled. The 2030 Agenda for Sustainable Development and its 17 goals provide all countries with a common direction in this. A report by a global group of

sustainable development experts also highlights the links between problems and solutions.¹ Development cooperation and policy are part of Finland's implementation of sustainable development but Finland's global responsibility and opportunities to influence matters extend across the entire central government and all actors. Humanitarian aid and the building of crisis resilience are also essential elements in this area. At the same time, the significance of the private sector and innovations in the resolution of problems continues to increase.

Indeed, it is important to consider carefully and with a long-term perspective how the development financing provided by Finland best contributes to the reduction of poverty and inequality and what kinds of decision-making, partnerships,

Finland's global responsibility and opportunities to influence extend across the entire central government and all actors.

¹ Global Sustainable Development Report 2019
http://pure.iiasa.ac.at/id/eprint/16067/1/24797GSDR_report_2019.pdf

advocacy and operations best serve this purpose also in a sustainable development scale that goes beyond development cooperation and policy.

The members of the Development Policy Committee find it important that development cooperation and policy are targeted so that they benefit especially the poorest and most fragile countries and the most vulnerable people. It has been estimated that by 2030, the majority (up to 80%) of people living in extreme poverty will live in these circumstances. For this reason, it is also justified to keep the geographic focus on sub-Saharan Africa and continue cooperation with Afghanistan, Nepal and Myanmar and Syria and its nearby areas. In these fragile areas, climate change and biodiversity loss, weaknesses in societal institutions and food systems as well as gender inequality can be seen in their most ruthless forms. According to the Committee members, prolonged conflicts, humanitarian crises that are becoming chronic and the threat of famine also need closer examination during this Committee term. The UN estimates that the humanitarian financing needs resulting from the coronavirus pandemic will multiply. Moreover, the global decline of democracy and human rights should also be taken into account in the Committee's work. The coronavirus pandemic further increases the importance of these questions. Development-related questions

increasingly appear in discussions as security policy and domestic policy questions.

The crisis highlights the interdependence of regions as well as the importance of multilateral cooperation and its development. At the same time, the multilateral system itself is facing increasing challenges. The tensions and changing policies between superpowers, especially the USA and China, are directly reflected in the operations of UN organisations and the World Trade Organization (WTO), for example. Many international agreements and important themes have also hit headwinds. Equality, non-discrimination and especially sexual and reproductive health rights face increasing resistance in Europe and elsewhere in the world.

The coronavirus crisis in itself is a textbook example of a blind spot, the destructive power, spreading rate and extent of which could not be anticipated in advance. In addition to direct consequences, there are indirect consequences, such as the world economy's potential drifting into a crisis and the potential new debt crisis of developing countries, that will become apparent with a delay. The risk is that the coronavirus crisis will supersede other problems and in its shadow, new blind spots will emerge, for which there are not sufficient resources. For this reason, long-term development policy, the implementation of the 2030 Agenda for Sustainable Development and crisis and catastrophe resilience will be increasingly important.

EU level

The European Union seeks to reform and harmonise its role and partnerships especially in relation to Africa but also on a broader global scale. The EU considers its strengths to be the shared value base and the EU's traditional leading position as a provider of development financing and a trade and investment partner. In recent years, the EU has also established its profile as, above all, a trendsetter in climate policy.

However, in practice there have been significant challenges in the EU's partnerships, such as the implementation of the Union's common asylum policy or free trade agreement negotiations that have extended from one decade to another.

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At the same time, Africa's geopolitical position has changed and its appeal in world politics and economy has increased. African countries and regional organisations are actively establishing new relations with other partners. For a long time, the most significant of these new partners has been China.

The coronavirus crisis is an acid test for the EU-Africa partnership plans. A new joint strategy is to be endorsed at the European Union–African Union Summit in October 2020. According to the *Communication on the Global EU response to COVID-19* 14 published by the European Commission in early April, the EU's aim is to immediately address the challenges presented by the coronavirus crisis especially in their partner countries where health services and economy are particularly vulnerable. The EU emphasises a multilateral approach and cooperation with UN organisations and financial institutions. The key elements of the EU's response are related to emergency aid, crisis support for health care systems, and financial support. The EU institutions' crisis support proposed in the Commission's Communication amounts to EUR 15.6 billion. This sum does not come from additional funds; instead, it is already part of funding for external relations and this part will now be directed to crisis response. In addition, approximately EUR 4 billion of the Member States' EU funding will be directed to coronavirus crisis response. More than one fifth of Finland's development cooperation trade policy actions are channelled through the European Union. The European Commissioner in charge of International Partnerships (2019–2024) is Jutta Urpilainen.

Finland

Finland's Government Programme, "Inclusive and competent Finland – a socially, economically and ecologically sustainable society" is largely based on the principles of the 2030 Agenda for Sustainable Development. The Government Programme also lays a stronger foundation for the development of cooperation between the Development Policy Committee and the National Commission on Sustainable Development and joint initiatives. In addition, the Government Programme contains

many items that are in line with the recommendations of the Development Policy Committee. These include, among other things, the continuity of development policy priority areas, human rights-based foreign policy and principles that promote the coherence and effectiveness of Finland's development policy across government terms of office. Furthermore, the Government Programme defines a goal of enhancing gender equality as a horizontal theme so that 85 per cent of development cooperation must promote equality as a primary or secondary goal in line with the recommendations of the OECD Development Assistance Committee (DAC) and the DPC's 2018 annual report. The links between humanitarian aid, development cooperation and peacebuilding as well as education and training play key roles – a fact that is considered important. International taxation and climate questions also include a development policy dimension.

The Government Programme provides guidelines for the creation of the Roadmap for Sustainable Development. On the other hand, even this Government Programme lacks a concrete schedule for the 0.7/0.2 GNI share given in international development financing recommendations. However, according to the Government Programme, this schedule will be prepared during this government term of office. To strengthen parliamentary effectiveness, reports will be drawn up on the implementation of both sustainable development and development policy. Development policy priorities are reviewed strategically, especially when it comes to global climate and education issues. Other emerging topics include technology and digitalisation, economy and employment, and social innovations.

The coronavirus pandemic will inevitably influence development policy during this government term of office. The DPC will monitor this closely in cooperation with the Ministry for Foreign Affairs and the entire DPC member network. The DPC's background analysis "Coronavirus threatens to erode Africa's development efforts" (April 2020) looks into the effects of the crisis from various points of view. The effects of the coronavirus crisis will be taken into account in all DPC actions and publications.

3.

DPC'S ROLES AND ANCHOR THEME SELECTION CRITERIA

The tasks defined for the Committee in the Decree are an extensive entity and the DPC can perform them in various advisory roles. These include:

- planning-stage advice, various policy analyses and implementation assessments, in which the DPC gives recommendations.
- dialogue between different actors, which is an integral part of the DPC's operating model, opinion exchange and position statement formulation.
- communications about the themes, goals and recommendations discussed by the Committee to advisees and political decision-makers as well as to the general public, as far as possible.

The DPC participates in many current development policy processes and seeks to actively exercise influence in them.

The DPC participates in many current development policy processes and seeks to actively exercise influence in them. These include, for example, report updates (sustainable development and development policy reports), the preparation of significant development policy guidelines and operational programmes/instructions and the monitoring of development financing. In addition, active cooperation with the Evaluation Unit of the Ministry for Foreign Affairs in planning new evaluations as well as the promotion of existing evaluation recommendations benefit all parties.

Anchor themes determine work priorities

The Committee chooses main themes, or so-called anchor themes, for the Committee term and defines related concrete goals. The theme choices reflect the trends in both the national and international operating environment. The background criteria influencing these choices include topicality, various information needs related to key national and international guidelines and their implementation ("demand"), significant links between policy areas or actions, other political importance ("general interest"), the opportunity to influence the structures of society and the institutions that create sustainability, available knowledge base (such as research data, evaluations by the Ministry for Foreign Affairs, studies), the DPC's own capacity and the opportunity to tap into synergies between different actors (such as the DPC and the National Commission on Sustainable Development).

As far as possible, the DPC also tries to introduce new initiatives related to the themes. When goals are chosen, the aim is that they complement each other and do not overlap. For example, in key development policy themes in which "a lot is already happening", the Committee may adopt the role of a more passive cooperation partner (such themes include solving the global learning crisis, corporate responsibility law or water responsibility initiatives).

The aim should not be to have DPC's actions replace actual work by public officials or the tasks of ministries in mutual coordination.

For all themes, it should be possible to name a concrete goal which the DPC tries to achieve through its actions. The themes chosen should meet the criteria described above.

The setting of goals may be specified and guided with the following questions, for example:

- *What is the change we want to see in Finland's development policy and in the field of global responsibility and advocacy?*
- *How can the DPC realistically influence this with its input during the Committee term?*
- *At whom are recommendations and messages targeted?*

What is the change we want to see in Finland's development policy and in the field of global responsibility and advocacy?

4. COMMITTEE TERM'S ANCHOR THEMES AND GOALS

The list below indicates the themes and the perspectives from which the DPC approaches each theme. More detailed scope determination, questions and goals as well as related communications content are specified in the anchor theme expert groups. They are agreed together with the chairperson and communicated to the Committee. The secretariat updates the Work Programme according to the decisions made.

The coronavirus pandemic makes the theme and its links with the destruction of natural environments and with food security even more urgent and important.

Anchor theme 1) Climate, biodiversity and food security

Perspectives: a) Finland as a climate partner for the poorest countries, a protector of biodiversity and a promoter of the identification of links between climate and biodiversity and the creation of related solutions b) effects of climate change, reducing biodiversity and the coronavirus pandemic on food security c) the sustainability of food systems

Duration: 2020–2023 (active stage 1.5 years, from 6/2020 onwards + monitoring throughout the term)

Selection criteria: The need to monitor the Paris Agreement on climate change and the biodiversity agreement, the new global post-2020 biodiversity targets, a priority in the 2030 Agenda for Sustainable Development, the Government Programme and the sustainable development and development policy reports, information needs related both to an overview and to targeted analyses, political importance, general interest, existing knowledge base that can be complemented, the DPC members' capacity and wishes. Synergy benefits between different actors and central government. Conflicting issues that should be handled openly and analytically (including the level of climate financing, resources allocated to adaptation, the role of the EU's Green Deal, subsidies for fossil fuels, Finland's footprint vs. handprint). The coronavirus pandemic makes the theme and its links with the destruction of natural environments and with food security even more urgent and important.

Key questions: Key questions regarding biodiversity: Has biodiversity been taken into account in a sufficient and crosscutting manner in Finland's development cooperation and policy? How can the attention paid to biodiversity be strengthened in Finland's development policy advocacy and the allocation of development cooperation financing? Other themes will be specified later.

Output: Policy analyses (three key questions, for example), a joint statement by the DPC and the National Commission on Sustainable Development, other dialogues, *Finland's development policy in 2021* (based on a synthesis of the above).

Resources: An expert working group to be formed of the Committee members, chaired by a DPC chairperson

(also acts as the publication steering group), outsourced short background studies as support for analyses, the secretariat drafts and implements, coordination: the DPC's position statements, language review and revision services and communications support (outsourced), layout and visual look and feel (outsourced). Translations SV/EN (Prime Minister's Office)

Goal: *To increase the influence that Finland exercises, to offer the missing overview, to specify the level and allocation of climate financing, to ensure the completeness of financing and to increase coherence.*

Targeting: Ministry for Foreign Affairs/Prime Minister's Office, Parliament, political party groups

Anchor theme 2)

Realisation of the human rights-based approach, equality and non-discrimination in Finland's development policy

Perspective: Development cooperation + advocacy + links with other policy areas (global responsibility)

Duration: 2022–2023 (monitoring throughout the term, active stage 6/2022–2023).

Selection criteria: The 2020 Agenda's main principle "Leave no-one behind", an item in the Government Programme, a development policy spearhead, a key element of the reform of crosscutting development cooperation goals, topicality (Finland's Council for the Protection of Human Rights membership campaign), political importance, general interest, the DPC members' capacity and wishes. Synergy benefits between different actors. The analysis supports the evaluation being planned. Continuity from previous terms. The opportunity to influence the structures of society and the institutions that create sustainability.

Scope determination and key questions: Will be specified closer to the start date

Output: Policy analyses (two or three key questions, for example), *Finland's development policy in 2023* (based on a synthesis).

Resources: An expert working group to be formed of the Committee members, led by a DPC chairperson (also acts as the publication steering group), the secretariat drafts and coordinates the DPC's position statements, outsourced short background studies as support for analyses. Language review and revision services have been outsourced, translations SV/EN (Prime Minister's Office).

Goal: *To strengthen the human rights-based approach both in development policy and more broadly in external relations (including corporate responsibility), to create an overview and specific position statements to support decision-making*

Targeting: Ministry for Foreign Affairs/Political Department/Department for Development Policy/Prime Minister's Office, Parliament, political parties, business cooperation partners

Anchor theme 3)

Links, partnerships and coherence – series

Sub-theme 1): Links between humanitarian aid and development cooperation

Scope determination: Links between humanitarian aid, development cooperation and peacebuilding, foreign policy coherence (first analysis theme)

Duration: 2020–2023 (launch in 5/2020, one theme 9 months at a time)

Selection criteria: Finland's humanitarian commitments, the 2020 Agenda, an item in the Government Programme, a development policy spearhead, humanitarian aid guidelines 2019, knowledge base about existing good practices, evaluation (*Finnish Development Policy and Forced Migration 2019*) recommendations, information needs related to the applicable model, political importance, general interest, the DPC members' capacity and wishes. Synergy benefits between different actors. Conflicting issues that should be handled openly and analytically. Continuity from previous terms. The opportunity to influence the structures of society and the institutions that create sustainability.

Output: Policy analyses and Finland's concrete "nexus" model.

Resources: An expert working group to be formed of the Committee members, chaired by

a DPC chairperson (also acts as the publication steering group), the secretariat drafts and implements, coordination: the DPC's position statements, language review and revision services and, as far as possible, outsourced short background studies as support for analyses. (Language review and revision services and outsourced), translations SV/EN (Prime Minister's Office).

Scope determination and key questions:

- What kind of a model best links humanitarian aid, development cooperation and peacebuilding together?
- What kinds of functional models already exist and how could they be applied to Finland's development policy

Goal: To strengthen the influence that Finland exercises, to decrease silos and obstacles to cooperation

Targeting: Ministry for Foreign Affairs/external relations, Department for Development Policy, Unit for Humanitarian Assistance, Parliament, political parties

Sub-theme 2): Transformation of the financing of sustainable development, and Finland's development financing

Scope determination: Development financing as part of the financing of sustainable development, the emergence of new funds and financing forms, mixed financing and granting criteria, the growing role of development banks (and financing contributions also in Finland's development cooperation).

Duration: 2020–2023 continuous monitoring (activation 2021, 9 months)

Selection criteria: A key 2020 Agenda financial base question, an item in the Government Programme, the Parliament's resolution, part of the development policy report, political importance, general interest, the DPC members' capacity and wishes. Synergy benefits between different actors. Conflicting issues that should be handled openly and analytically.

Scope determination and key questions: To be specified later

Output: Policy analyses, dialogues, advice and recommendations in financing questions

Resources: DPC members, ad hoc working groups, the secretariat

Goal: To promote the complementarity and effectiveness of development financing, to increase appropriate allocation according to international commitments, to increase the level of appropriations.

Targeting: Ministry for Foreign Affairs/Department for Development Policy (financial instruments, allocation, complementarity, criteria), Parliament, political parties, private sector partners

Sub-theme 3): Technological transformation, digitalisation and social innovations – effects on the economies and educational needs of developing countries

Scope determination: Threats and opportunities in different contexts, fair transition, industrial transformations and work, links with education and training.

Duration: 2020–2023 passive monitoring (activation stage 2022, potentially linked theme III)

Selection criteria: A cross-sectoral 2020 Agenda question, the Government Programme, an emerging development policy theme, political importance, general interest, the DPC members' capacity and wishes. Synergy benefits between different actors. Conflicting issues that should be handled openly and analytically.

Scope determination and key questions: To be specified later

Output: Policy analyses, dialogues

Resources: DPC members, ad hoc working groups, the secretariat

Goal: *To intensify cross-sectoral cooperation and to create a shared foundation of goals for it*

Targeting: Prime Minister's Office, Ministry for Foreign Affairs (private sector financing, innovations), Ministry of Economic Affairs and Employment, Ministry of Education and Culture, Parliament, political parties, private sector partners

5. SCHEDULE: ANCHOR THEMES AND TOPICAL PROCESSES DURING THE TERM 2020–2023

The schedule is indicative and primary intended for guiding the DPC's publication activities (providing a timing framework for policy analyses and reports) and other significant work input. In practice, many of the themes proceed in an intertwined manner and support each another. For example, the human rights-based approach and non-discrimination are part of the development policy principles that transcend government terms of office. They can be approached from several perspectives, such as a perspective where educational and social innovations are taken into account. The preparation of short position statements facilitates later work. The work carried out by the DPC in its previous terms (reports, position statements, studies) is available for the Committee and can be updated by it.

The timing of topical processes and the DPC's role in them can be assessed mainly for 2020. The work input volumes may vary significantly. Another factor that has a significant impact on the

realisation of the plan is whether the DPC's secretariat can strengthen the DPC's human resources through an exchange programme of public officials, a central government traineeship programme or other channels.

During this Committee term, a topical process that is under particular monitoring is the creation of Finland's Africa strategy and the launching of its implementation. The DPC's role is to provide advice on different planning stages and themes. In addition, the DPC communicates about the strategy especially to the Parliament and political parties. The Committee's goal is that Finland's Africa strategy is an expression of a new kind of sustainable development partnership and coherence under different themes (including economic and political relations, energy and mobility).

TABLE 1. PRELIMINARY SCHEDULE OF ANCHOR THEMES AND TOPICAL PROCESSES

ANCHOR THEME	SCHEDULE	TOPICAL PROCESSES	SCHEDULE
Climate and biodiversity	5/2020 – 6/2021	Sustainable development report and national reporting (VNR)	1/2020 – 8/2020
Links and partnerships 1: Humanitarian aid, development cooperation and peacebuilding	5/2020 – 3/2021	Africa strategy	6/2020 –
Links and partnerships 2: Transformation of the financing of sustainable development	4/2021 – 2/2022	Action plan for taxation and development 2020–2023	3/2020 – 9/2020
Links and partnerships 3: Digitalisation and technological transformation (economy and education)	3/2022 – 12/2022	Development financing, coronavirus and government spending limits discussion	6-9/2020
Human rights-based approach and non-discrimination	8/2022 – 4/2023	The Roadmap for Sustainable Development report	9/2020 –
		Security policy report and Finland's crisis management strategy	6/2020 – 12/2020
		Report on the development policy principles that transcend government terms of office	9/2020 – 12/2020
		Update of crosscutting goals, launch (climate, gender, human rights)	10/2020 – 12/2020
		Development policy results report	2022