

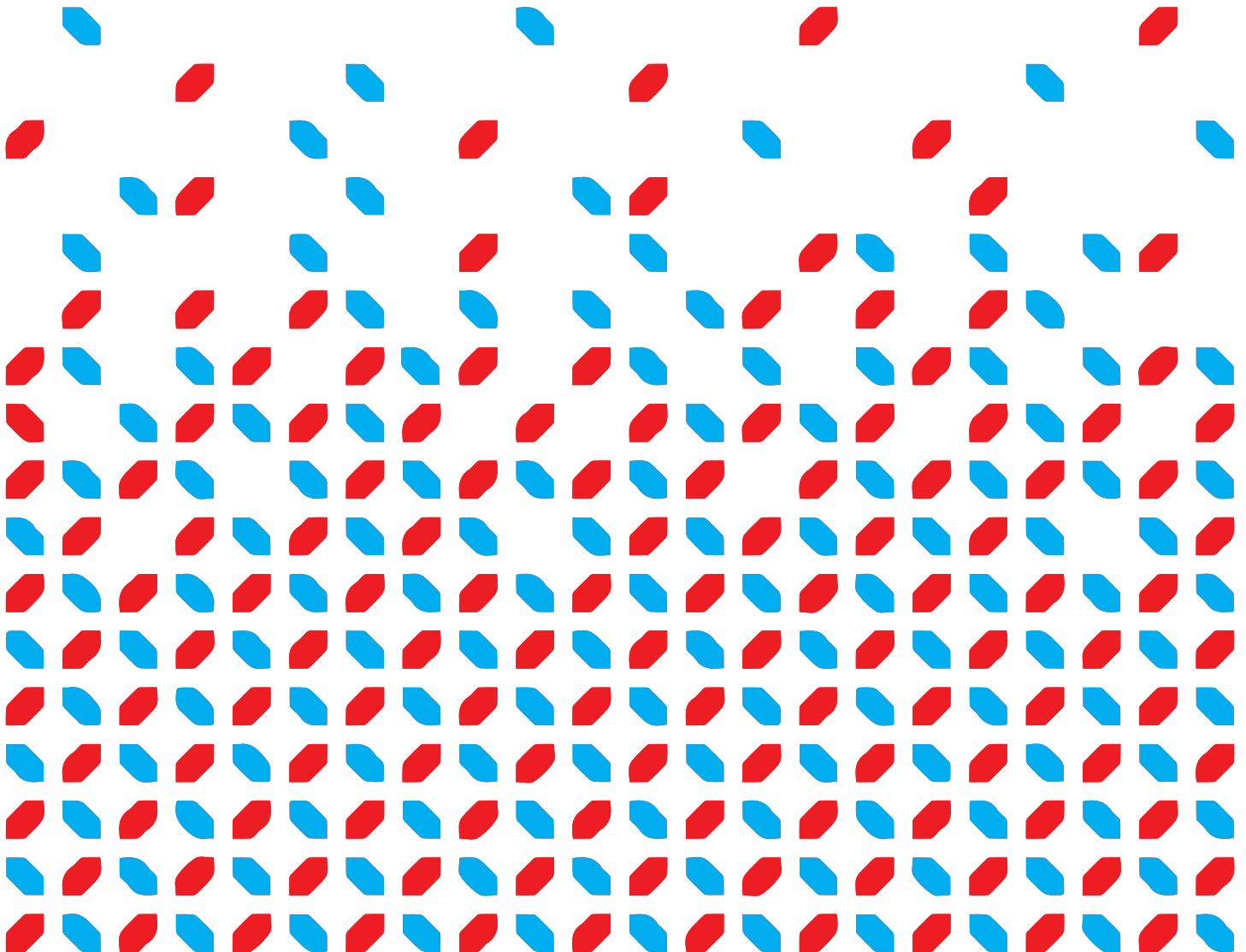


LUXEMBOURG'S DEVELOPMENT COOPERATION

# ANNUAL REPORT 2023

LËTZEBUERGER ENTWÉCKLUNGSZESUMMENAARBECHT  
AN HUMANITÄR HËLLEF

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# FOREWORD BY THE MINISTER



**Xavier Bettel**

Minister for Development Cooperation  
and Humanitarian Affairs

## **Dear friends of Luxembourg's Development Cooperation,**

It is my great pleasure to present to you the Luxembourg's Development Cooperation annual report for 2023. This is my first time presenting the annual report since taking office as Minister for Development Cooperation and Humanitarian Affairs. In view of the key role played by development cooperation and humanitarian aid in Luxembourg's foreign policy, as well as the recognition accorded to the Grand Duchy on the international stage as a result, I am honoured to be leading this department.

We were once again reminded of the importance of international cooperation and solidarity in 2023, a year that unfortunately saw persistent and emerging conflicts, the effects of climate change and various natural disasters. The consequences have been catastrophic: in 2023, humanitarian crises pushed more than 350 million people into situations of vulnerability and dependence on humanitarian aid.

In the face of these multiple crises, Luxembourg has endeavoured to provide immediate emergency aid, including financial aid and in-kind contributions. In addition to supporting people affected by natural disasters, such as the earthquakes in Turkey, Syria and Morocco, as well as fatal floods in Libya, we continued our support to Ukraine in the ongoing Russian war of aggression. Luxembourg has also contributed to the humanitarian response to the escalation of existing conflicts that has placed civilian populations in increasingly precarious and alarming situations, particularly in the Occupied

Palestinian Territories and in Sudan. In total, nearly EUR 99.78 million was devoted to humanitarian action, representing more than 15% of official development assistance in 2023, which is in line with the target set in Luxembourg's humanitarian strategy.

Bilateral cooperation activities continued to be the bedrock of our work, although 2023 was an eventful year in that regard. On the one hand, existing and new cooperation relations have been further strengthened, notably by the signing of the fifth Indicative Cooperation Programme with Senegal and the opening of new embassies in Costa Rica and Benin. In contrast, after the coup d'état of 26 July 2023, Luxembourg suspended its bilateral cooperation relations with Niger, one of the Grand Duchy's long-standing partner countries. Unfortunately, that putsch was only one of many in the region, putting our bilateral cooperation in the central Sahel to the test. I have also decided not to sign any new bilateral commitments with regimes that have emerged from coups d'état. In that context, it is therefore doubly important that in that region we can continue to rely on numerous Luxembourg and international NGOs as well as on multilateral and humanitarian partners which make an important contribution to our bilateral interventions.

I would also like to stress the key role that our multilateral partners play in our work and in the attainment of our goals. About 30% of official development assistance is earmarked each year to support the programmes and projects of multilateral organisations in order to contribute to the implementation of the 17 Sustainable Development Goals set out in the United Nations

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Agenda 2030. Collaboration with a large number of multilateral agencies is based on multiannual partnership agreements, and through these we commit to providing predictable, long-term support to facilitate the efficiency and impact of our partners' actions.

As for NGOs, their proximity to local communities, their in-depth knowledge of the contexts and needs of the beneficiary populations and their sectoral expertise are important assets in the implementation of Luxembourg Development Cooperation's general strategy. In 2023, 24 multiannual development framework agreements were co-financed, while 29 new development projects were supported following two calls for proposals launched by the Directorate for Development Cooperation and Humanitarian Affairs.

In addition to our partners, one of the strengths of Luxembourg's Development Cooperation is undoubtedly the continuity we are able to maintain in our actions. Luxembourg has distinguished itself for years through its consistent efforts to combat poverty and promote more sustainable development, and I am pleased to say that 2023 was no exception. With a record total of EUR 536.47 million, Luxembourg continued to allocate nearly 1% of gross national income to official development assistance in 2023, an undertaking that we have adhered to since 2009 and which places the Grand Duchy among the countries with the greatest commitment to assisting the most vulnerable individuals.

Although we are right to be proud of this accomplishment, it is certainly true that there is still a long way to go to achieve the global development goals. Given this situation, it is essential that we, as a country, continue to uphold our international responsibilities. That is why the Luxembourg government has clearly reaffirmed, in the coalition agreement, its commitment to devoting 1% of gross national income to official development assistance in the coming years.

Finally, I would like to take this opportunity to thank all those forming part of Luxembourg's Development Cooperation, and to express my respect for what they do. It is thanks to their hard work and unstinting determination that we are able to achieve real and positive change through our interventions. I look forward to our future collaboration and am convinced that, together, we will be able to meet the key challenges of the future.



# MINISTERIAL MEETINGS AND VISITS IN 2023

1

## JANUARY

**23-27/01** Working visit to Costa Rica

2

## FEBRUARY

**02/02** Signing ceremony of the development framework agreements

**09/02** Discussion with Ilan Baruch, former Israeli ambassador to South Africa, and Ashraf al-Ajrami, Palestinian politician

**10/02** Discussion by videoconference with Vincent Biruta, Rwanda's Minister of Foreign Affairs and International Cooperation

3

## MARCH

**7/03** 22nd partnership committee meeting between the Republic of Cabo Verde and the Grand Duchy of Luxembourg in Praia

**9/03** Working lunch with Alfred Hannig, Executive Director of the AFI (Alliance for Financial Inclusion)

**10/03** Lunch with Olivier De Schutter, Special Rapporteur on extreme poverty and human rights

**27/03** Signing of the 2nd funding phase of the Alliance for Financial Inclusion (2022-2026)

**30/03** Closing speech at the workshop "The impact of development policies – Cooperation between Luxembourg and Senegal"

4

## APRIL

**18/04** 2023 diplomatic conference

**19/04** Press conference on the "Good Clothes, Fair Pay" European citizens' initiative with the NGO Fairtrade Lëtzebuerg

**19/04** Courtesy discussion with Edna Maria Monteiro Marta, Cabo Verde's ambassador to Luxembourg

**19/04** Meeting with Thomas Kallstenius, CEO of LIST (Luxembourg Institute of Science and Technology) and signing of a memorandum of understanding

**20/04** 4th edition of the "Bildung fir Nohalteg Entwécklung" (Education for sustainable development) Fair at the Geesseknäppchen forum

**20/04** Discussion with Tlaleng Mofokeng, UN Special Rapporteur on the right to health

5

## MAY

**17/05** Discussion by videoconference with Mazamesso Assih, Togo's Minister of Financial Inclusion and the Informal Sector

**21/05** Spring Session of the NATO Parliamentary Assembly

**26/05** Presentation of the Financing Innovation Tool at Arendt&Medernach

**30/05** Discussion by videoconference with Yuliia Svyrydenko, Ukraine's First Deputy Prime Minister and Minister of the Economy

**31/05** Discussion by videoconference with Oleksandr Kubrakov, Ukraine's Deputy Prime Minister for Restoration and Minister for Communities, Territories and Infrastructure Development

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**6****JUNE**

- 9/06** Opening of the Global Green Growth Institute (GGGI) in Luxembourg
- 13/06** Annual meeting of the Microinsurance Network (MiN) (“June Member Meeting”)
- 16/06** Working visit by Philippe Lazzarini, Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)
- 22/06** Participation in the Summit for a New Global Financing Pact in Paris and meeting with Esther Duflo
- 28/06** Participation in the Pitch Event held by the Humanitarian Innovation Accelerator in Luxembourg
- 29/06** Discussion with Amnesty International
- 30/06** Lët’z Cooperate

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**8****AUGUST**

- 11/08** “Humanitarian Mission Kick Off” with LUkraine asbl, a non-profit organisation, in Luxembourg
- 18/08** Working meeting with Anja Nitzsche, Chief of Partnerships and Resource Mobilization Branch, Office for the Coordination of Humanitarian Affairs (OCHA)

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**9****SEPTEMBER**

- 7-9/09** Working visit to Ukraine
- 13/09** Signing of a memorandum of understanding (MoU) with the NGO HALO Trust
- 18-20/09** Participation in the summit on the sustainable development goals in New York
- 20/09** Opening of the “EDULINK – Athénée Action Humanitaire” exhibition at the Luxembourg Athénée
- 29/09** Press conference reviewing Luxembourg Development Cooperation’s activities over the 2020-2023 period

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**11****NOVEMBER**

- 17/11** Transfer of powers from Franz Fayot to Xavier Bettel

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**7****JULY**

- 3/07** Signing of an agreement with the Luxembourg House of Cybersecurity
- 4/07** Bilateral discussion with Jagan Chapagain, Secretary General of the International Federation of Red Cross and Red Crescent Societies
- 4/07** 15th partnership committee meeting between Niger and Luxembourg
- 5/07** Participation in the 2023 International Francophone Evaluation Forum
- 5/07** Signing of a memorandum of understanding on Luxembourg’s contribution to the Fonds pour la Jeune Création Francophone (Young Francophone Creation Fund) with the Film Fund Luxembourg
- 12/07** Discussion with Maxime Katz, Russian political activist
- 12/07** Discussion by videoconference with Oleksandr Kubrakov, Ukraine’s Deputy Prime Minister for Restoration and Minister for Communities, Territories and Infrastructure Development
- 17/07** Signing of the Framework Cooperation Agreement with Costa Rica in Brussels
- 18/07** Ceremonial signing of the agreements on contributions to the Financial Inclusion Fund (FIF)
- 19/07** 16th partnership committee meeting between Senegal and the Grand Duchy of Luxembourg
- 19/07** Discussion with Phoukhong Sisoulath, Ambassador of Laos

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**10****OCTOBER**

- 3/10** Bilateral committee meeting with Kosovo (by videoconference)
- 3/10** Press conference on the new SOCOM workwear with the NGO Fairtrade Lëtzebuerg as part of the “Rethink Your Clothes” project
- 15-19/10** Working visit to Togo as part of African Microfinance Week

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**12****DECEMBER**

- 13/12** Participation in the Global Refugee Forum in Geneva



**LUXEMBOURG'S OFFICIAL  
DEVELOPMENT  
ASSISTANCE  
IN 2023**





## CHANGES TO LUXEMBOURG'S OFFICIAL DEVELOPMENT ASSISTANCE IN 2023

The OECD's Development Assistance Committee (DAC) defines official development assistance (ODA) as "government aid that promotes and specifically targets the economic development and welfare of developing countries".

ODA data are published by the OECD twice a year, in spring (preliminary report) and autumn (final report). The preliminary report provides an overview of ODA, excluding information on sectors of intervention and geographical location. The final report presents the final data and includes a detailed breakdown by sector and by country.

In 2023, Luxembourg's ODA amounted to EUR 536.47 million, 0.99% of gross national income (GNI). In real terms, taking inflation into account, Luxembourg's ODA fell by 1.8% compared to 2022, but in absolute terms it increased by 6.5% compared to 2022. Luxembourg is therefore still one of the small number of OECD members – alongside Norway (1.09%), Sweden (0.91%), Germany (0.79%) and Denmark (0.74%) – to have maintained its ODA at 0.7% of GNI or above. In absolute terms, the US remains the most generous donor, followed by Germany, the European Union, Japan and the United Kingdom.

Internationally, official development assistance rose to an unprecedented level of USD 223.7 billion in 2023, an increase of 1.8% in real terms compared to 2022. That represents 0.37% of the combined GNI of the members of the OECD's Development Assistance Committee and is the highest level ever achieved. The increase in global official aid in recent years is largely due to spending linked to the COVID-19 pandemic, aid to Ukraine and aid to the West Bank and Gaza Strip.



## BREAKDOWN OF ODA BY MINISTRY IN 2023

In 2023, the Ministry of Foreign and European Affairs, Defence, Development Cooperation and Foreign Trade managed 82.21% of ODA, i.e. EUR 441.05 million (of which EUR 431.77 million was managed by the Directorate for Development Cooperation and Humanitarian Affairs).

The remaining 17.79% came from contributions made by the Ministry of Finance (9.51%), the Ministry of Health and Social Security (0.04%), the Ministry for Digitalisation (0.04%), the Ministry of Culture (0.03%) and Luxembourg's contribution to the EU's general budget – not including the European Development Fund (EDF) – allocated by the European Commission for the purposes of development cooperation in 2023 (EUR 43.82 million, i.e. 8.17% of Luxembourg's ODA).

We should note in this respect that Luxembourg's assistance via all the EU's bodies, including Luxembourg's contribution to the EDF, amounted to EUR 49.05 million.

The summary table below (**ODA by ministry**) gives a detailed view of expenditure by budget item and by ministry in 2023 notified as ODA to the OECD's Development Aid Committee.

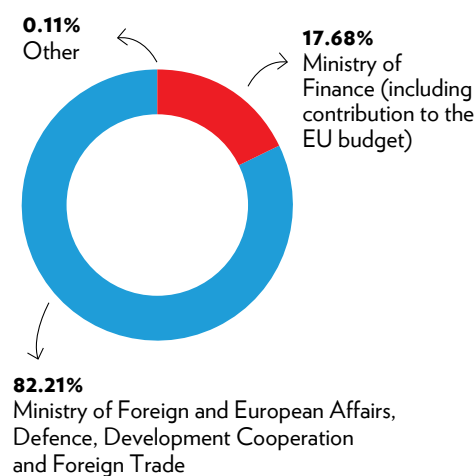
BUDGET ITEM	MINISTRY	APPROVED APPROPRIATION	ODA SHARE IN 2023
<b>Ministry of Foreign and European Affairs, Defence, Development Cooperation and Foreign Trade</b>		<b>€ 484,912,052</b>	<b>€ 441,054,127</b>
<b>Directorate of Political Affairs</b>		<b>€ 15,842,694</b>	<b>7,053,317</b>
01.0.12.253	Activities in relation to Luxembourg's candidacy for a member's seat on the Human Rights Council, diplomacy department and diplomatic missions	€ 700,000	€ 72,000
	Embassies in developing countries		€ 3,392,767
01.2.35.030	Mandatory contributions to the various budgets and other joint expenditure of international institutions and associated fees; other international expenditure	€ 8,858,494	€ 1,980,615
01.2.35.031	Subsidies to international institutions and organisations; subsidies for funding international relief and solidarity actions	€ 1,110,000	€ 943,059
01.2.35.032	Mandatory contributions to peacekeeping operations under the aegis of international organisations and to the EU crisis management mechanisms	€ 4,201,360	€ 559,275
01.2.35.033	Voluntary contributions to civil or military crisis management missions run by international organisations	€ 52,000	€ 52,000
01.2.35.060	Voluntary contributions to international actions of a political or economic nature	€ 280,000	€ 53,600
<b>Directorate of International Economic Relations</b>		<b>€ 1,100,000</b>	<b>€ 1,072,023</b>
01.3.35.040	Technical and economic assistance, humanitarian action and training initiatives at the international level	€ 1,100,000	€ 1,072,023
<b>Directorate of Immigration</b>		<b>€ 120,500</b>	<b>€ 59,026</b>
01.4.33.300	Bilateral or multilateral aid for the reintegration of returnees and for actions designed to achieve better management of migration flows; subsidies pursuing the same aim to international organisations and NGOs	€ 25,000	€ 12,500
01.4.35.030	Mandatory contributions to the budgets of international institutions other than the European Union	€ 46,500	€ 46,526
<b>Directorate of Defence</b>		<b>€ 35,453,000</b>	<b>€ 1,100,000</b>
01.5.35.035	Contributions by Luxembourg and assistance to partners as part of international missions and operations carried out within defence policy	€ 35,453,000	€ 1,100,000
<b>Directorate for Development Cooperation</b>		<b>€ 432,395,858</b>	<b>€ 431,769,761</b>
01.7.11.005	Staff remuneration	€ 6,977,440	€ 3,318,811
01.7.12.012	Mileage and accommodation expenses and statutory foreign travel expenses for staff on development cooperation and humanitarian action missions	€ 650,000	€ 639,615
01.7.12.050	Shipping	€ 11,000	€ 6,099
01.7.12.120	Effectiveness of development assistance: expert reports, monitoring, control and evaluation of development cooperation projects and programmes	€ 1,100,000	€ 828,764
01.7.12.140	Public information and awareness-raising campaigns in Luxembourg regarding development cooperation	€ 350,000	€ 223,852
01.7.12.190	Training, study and research actions; seminars and conferences	€ 200,000	€ 17,860
01.7.12.230	Expenses in connection with public acts and events of a protocol or social nature; miscellaneous expenditure (non-restricted appropriation with no distinction regarding use)	€ 300,000	€ 28,252
01.7.32.020	Development cooperation leave: compensatory and flat-rate allowances	€ 100,000	€ 39,795
01.7.33.000	Contribution to expenditure of non-governmental organisations (NGOs) in carrying out actions to raise awareness of development cooperation among the Luxembourg public and other measures with the same purpose	€ 4,000,000	€ 3,829,153
01.7.33.010	Subsidies to the Cercle de coopération fees paid by non-governmental organisations and other measures to promote development cooperation	€ 485,000	€ 484,633
01.7.35.000	Development cooperation: contributions to economic and technical assistance programmes and to European Union humanitarian action; miscellaneous expenditure with the same purpose	€ 6,000,000	€ 5,998,440

BUDGET ITEM	MINISTRY	APPROVED APPROPRIATION	ODA SHARE IN 2023
01.7.35.030	Development cooperation: contributions to the budgets, programmes and thematic priorities of international institutions other than the European Union	€ 54,000,000	€ 53,936,100
01.7.35.032	Development cooperation: mandatory contributions to budgets of international institutions other than the European Union	€ 500,000	€ 390,503
DCF	Development Cooperation Fund	€ 357,652,218	€ 364,640,954
<b>Reimbursements</b>			<b>€ -2,613,070</b>
<b>Ministry of Culture</b>		<b>€ 270,300</b>	<b>€ 133,542</b>
02.0.35.030	Contributions and subscriptions to UNESCO	€ 227,500	€ 133,542
<b>Ministry of Finance</b>		<b>€ 49,757,685</b>	<b>€ 51,027,142</b>
34.0.54.030	Contribution to programmes and projects run by the international financial institutions and development assistance	€ 18,000,000	€ 18,000,100
34.0.54.032	Contributions to Financial Technology Transfer Agency (ATTF) programmes	€ 1,305,000	€ 927,532
34.8.84.037	Treasury bills issued and to be issued for the benefit of international financial organisations: provision for sovereign debt fund in order to cover the bills' amortisation	€ 28,880,000	€ 31,507,048
<b>Fund to combat drug trafficking</b>			<b>€ 592,462</b>
<b>European Union</b>		<b>€ 663,500,000</b>	<b>€ 43,818,509</b>
04.0.35.001	Contribution to the EU budget	€ 663,500,000	€ 43,818,509
<b>Ministry of Health and Social Security</b>		<b>€ 378,000</b>	<b>€ 235,624</b>
14.0.35.060	Contributions to international bodies	€ 378,000	€ 235,624
<b>Ministry for Digitalisation</b>		<b>€ 165,000,000</b>	<b>€ 198,798</b>
24.1.41.050	Allocation to assist the operation of the Government IT Centre	€ 165,000,000	€ 198,798
<b>Total net ODA</b>			<b>€ 536,467,742</b>
<b>GNI</b>		<b>0.99%</b>	<b>€ 54,420,000,000</b>

#### DISTRIBUTION OF ODA IN %

Ministry of Foreign and European Affairs, Defence, Development Cooperation and Foreign Trade	82.21%
Directorate for Development Cooperation and Humanitarian Affairs	80.48%
Other directorates	1.73%
Ministry of Finance	9.51%
Contribution to the EU budget	8.17%
Ministry of Culture	0.03%
Ministry of Health and Social Security	0.04%
Ministry for Digitalisation	0.04%
	<b>100%</b>

#### TOTAL ODA DISBURSED BY GOVERNMENT AGENCIES 2023





## BREAKDOWN OF ODA BY TYPE OF COOPERATION IN 2023

The table below (**breakdown of gross ODA**) gives the distribution by type of cooperation of all Luxembourg's 2023 ODA expenditure, following the rules of the DAC.

This reveals that bilateral cooperation, as defined by the DAC, represents 73.21% of all expenditure (DCF and budget items), while 26.79% was expended on multilateral cooperation.

Humanitarian aid, which is included in bilateral cooperation, was 18.60% of ODA in 2023.

NGOs administered a fifth of Luxembourg's ODA (19.87%), of which 15.22% was administered by Luxembourgish NGOs approved by the Ministry of Foreign and European Affairs.

The difference between gross and net ODA is due to the reimbursements made to the Development Cooperation Fund (DCF) or directly to the State Treasury during the year (cf. point 5 below).

DISTRIBUTION OF GROSS ODA	2023	% OF BI-LATERAL COOP.	% OF ODA	HUMANITARIAN AID COMPONENT	% BILATERAL HUMANITARIAN AID	% OF ODA
<b>Gross bilateral cooperation</b>	<b>€ 394,669,629.14</b>	<b>100.00%</b>	<b>73.21%</b>	<b>€ 99,779,038.65</b>	<b>25.28%</b>	<b>18.60%</b>
Programmes and projects implemented by LuxDev	€ 143,162,761.55	36.27%	26.56%	€ 546,245.63	0.55%	0.10%
Programmes and projects implemented by multilateral agencies and programmes	€ 101,080,082.34	25.61%	18.75%	€ 40,307,913.13	40.40%	7.48%
Other bilateral programmes and projects (BI-MFEA other than by NGOs and agencies)	€ 26,726,338.35	6.77%	4.96%	€ 14,510,122.11	14.54%	2.69%
Cooperation implemented by NGOs	€ 107,122,605.47	27.14%	19.87%	€ 40,764,757.78	40.86%	7.56%
by national NGOs	€ 82,061,498.44	20.79%	15.22%	€ 23,478,897.77	23.53%	4.36%
by international NGOs	€ 22,508,284.91	5.70%	4.18%	€ 16,875,860.00	16.91%	3.13%
by NGOs based in a developing country	€ 2,552,822.12	0.65%	0.47%	€ 410,000.01	0.41%	0.08%
Programme support	€ 4,079,766.51	1.03%	0.76%	-	0.00%	0.00%
Other	€ 12,498,074.91	3.17%	2.32%	€ 3,650,000.00	3.66%	0.68%

DISTRIBUTION OF GROSS ODA	2023	% OF MULTILATERAL COOPERATION	% OF ODA
Gross multilateral cooperation	€ 144,411,183.30	100%	26.79%
United Nations organisations	€ 52,914,872.24	36.64%	9.82%
European Union institutions	€ 49,052,148.57	33.97%	9.10%
World Bank & IMF	€ 22,156,800.00	15.34%	4.11%
Regional development banks	€ 6,514,148.00	4.51%	1.21%
Other	€ 13,773,214.49	9.54%	2.55%
<b>Gross ODA</b>	<b>€ 539,080,812.43</b>		<b>ODA/GNI</b>
Revenue	€ -2,613,070.18		
<b>Net ODA (excl. revenue)</b>	<b>€ 536,467,742.25</b>		<b>0.99%</b>



## BREAKDOWN OF ODA BY INTERVENTION SECTOR IN 2023

The following table (**ODA by sector**) gives the breakdown by sector of all Luxembourg ODA expenditure in 2023.

In 2023, Luxembourg's Development Cooperation continued to focus on sectors in the category of infrastructure and social services, which made up 31.63% of total aid (and 39.74% of bilateral aid). Education, health, population/health and fertility policy, water distribution and sanitation, support for governance and civil society as well as infrastructure and various social services all fall within that category.

The humanitarian aid category represents 18.51% of aid (24.36% of bilateral aid).

The category of infrastructure and economic services made up 6.73% of aid (9.19% of bilateral aid), the two main sub-categories being investments in the banks and financial services sector (inclusive finance) and the communications sub-category.

Support for multi-sector and cross-cutting issues represented 5.50% of ODA (6.01% of bilateral aid).

The production sector category accounted for 4.06% of ODA in 2023 (5.21% of bilateral aid), the majority of the aid being allocated to agriculture, forestry and fisheries.

Finally, we should note that, under multilateral ODA, most of the investments (83%) cannot be allocated to a precise sector. This is due to the nature of multilateral aid, which is made of up direct contributions, both mandatory and voluntary, to the multilateral agencies' general budgets.

SECTOR-BASED BREAKDOWN OF GROSS BILATERAL & MULTILATERAL ODA	BILATERAL ODA	%	MULTILATERAL ODA	%	TOTAL BY SECTOR	%
<b>Infrastructure and social services</b>	<b>€ 156,842,236</b>	<b>39.74%</b>	<b>€ 13,648,026</b>	<b>9.45%</b>	<b>€ 170,490,261</b>	<b>31.63%</b>
<b>Education</b>	<b>€ 53,009,892</b>	<b>13.43%</b>	-	<b>0.00%</b>	<b>€ 53,009,892</b>	<b>9.83%</b>
education, unspecified level	€ 20,383,036	5.16%	-	0.00%	€ 20,383,036	3.78%
basic education	€ 6,511,231	1.65%	-	0.00%	€ 6,511,231	1.21%
secondary education	€ 24,952,758	6.32%	-	0.00%	€ 24,952,758	4.63%
post-secondary education	€ 1,162,868	0.29%	-	0.00%	€ 1,162,868	0.22%
<b>Health</b>	<b>€ 33,468,784</b>	<b>8.48%</b>	<b>€ 12,500,000</b>	<b>8.66%</b>	<b>€ 45,968,784</b>	<b>8.53%</b>
general health	€ 26,576,867	6.73%	8,900,000	6.16%	€ 35,476,867	6.58%
basic health	€ 6,523,437	1.65%	3,600,000	2.49%	€ 10,123,437	1.88%
non-communicable diseases	€ 368,480	0.09%	-	0.00%	€ 368,480	0.07%
<b>Policy on population/health and reproductive health</b>	<b>€ 9,169,373</b>	<b>2.32%</b>	-	<b>0.00%</b>	<b>€ 9,169,373</b>	<b>1.70%</b>
<b>Distribution of water and sanitation</b>	<b>€ 11,236,121</b>	<b>2.85%</b>	-	<b>0.00%</b>	<b>€ 11,236,121</b>	<b>2.08%</b>
<b>Government and civil society</b>	<b>€ 30,334,543</b>	<b>7.69%</b>	<b>€ 1,148,026</b>	<b>0.79%</b>	<b>€ 31,482,569</b>	<b>5.84%</b>
government and civil society – general	€ 29,338,024	7.43%	€ 46,526	0.03%	€ 29,384,550	5.45%
public policies and administrative management	€ 1,615,475	0.41%	-	0.00%	€ 1,615,475	0.30%
public finance management	€ 3,428,719	0.87%	-	0.00%	€ 3,428,719	0.64%
decentralisation and support to sub-national administrations	€ 3,050,399	0.77%	-	0.00%	€ 3,050,399	0.57%
anti-corruption organisations and institutions	€ 878,905	0.22%	-	0.00%	€ 878,905	0.16%

<b>SECTOR-BASED BREAKDOWN OF GROSS BILATERAL &amp; MULTILATERAL ODA</b>	<b>BILATERAL ODA</b>	<b>%</b>	<b>MULTILATERAL ODA</b>	<b>%</b>	<b>TOTAL BY SECTOR</b>	<b>%</b>
tax policy and support for the tax authority	€ 1,103,228	0.28%	-	0.00%	€ 1,103,228	0.20%
development of legal and judicial services	€ 3,540,898	0.90%	-	0.00%	€ 3,540,898	0.66%
immigration	-	0.00%	€ 46,526	0.03%	€ 46,526	0.01%
democratic participation and civil society	€ 2,304,441	0.58%	-	0.00%	€ 2,304,441	0.43%
elections	€ 83,794	0.02%	-	0.00%	€ 83,794	0.02%
media and freedom of information	€ 174,000	0.04%	-	0.00%	€ 174,000	0.03%
human rights	€ 8,898,300	2.25%	-	0.00%	€ 8,898,300	1.65%
organisations and movements that defend women's rights and governmental institutions	€ 404,308	0.10%	-	0.00%	€ 404,308	0.07%
elimination of violence against women and girls	€ 3,843,057	0.97%	-	0.00%	€ 3,843,057	0.71%
facilitating migration and mobility in an orderly, safe, regular and responsible manner	€ 12,500	0.00%	-	0.00%	€ 12,500	0.00%
conflict, peace and security	€ 996,519	0.25%	€ 1,101,499	0.76%	€ 2,098,018	0.39%
<b>Miscellaneous infrastructure and social services</b>	<b>19,623,522</b>	<b>4.97%</b>	<b>-</b>	<b>0.00%</b>	<b>€ 19,623,522</b>	<b>3.64%</b>
<b>Infrastructure and economic services</b>	<b>€ 36,287,929</b>	<b>9.19%</b>	<b>-</b>	<b>0.00%</b>	<b>€ 36,287,929</b>	<b>6.73%</b>
Communications	€ 4,130,142	1.05%	-	0.00%	€ 4,130,142	0.77%
Energy: production, distribution and efficiency – general	€ 1,797,962	0.46%	-	0.00%	€ 1,797,962	0.33%
Banks and financial services	€ 22,978,569	5.82%	-	0.00%	€ 22,978,569	4.26%
Business and other services	€ 7,381,255	1.87%	-	0.00%	€ 7,381,255	1.37%
<b>Production</b>	<b>€ 20,580,609</b>	<b>5.21%</b>	<b>€ 1,300,000</b>	<b>0.90%</b>	<b>€ 21,880,609</b>	<b>4.06%</b>
Agriculture, forestry and fishing	€ 20,007,260	5.07%	€ 1,300,000	0.90%	€ 21,307,260	3.95%
Manufacturing and extractive industries, construction	€ 573,349	0.15%	-	0.00%	€ 573,349	0.11%
<b>Multisector or cross-cutting issues</b>	<b>€ 23,710,344</b>	<b>6.01%</b>	<b>€ 5,952,900</b>	<b>4.12%</b>	<b>€ 29,663,244</b>	<b>5.50%</b>
Environmental protection	€ 7,289,317	1.85%	€ 5,952,900	4.12%	€ 13,242,217	2.46%
<b>Other multisectors</b>	<b>€ 16,421,027</b>	<b>4.16%</b>	<b>-</b>	<b>0.00%</b>	<b>€ 16,421,027</b>	<b>3.05%</b>
multi-sector aid	€ 6,934,051	1.76%	-	0.00%	€ 6,934,051	1.29%
urban development and management	€ 71,169	0.02%	-	0.00%	€ 71,169	0.01%
rural development	€ 8,325,040	2.11%	-	0.00%	€ 8,325,040	1.54%
disaster risk reduction	€ 390,703	0.10%	-	0.00%	€ 390,703	0.07%
household food security programmes	€ 565,241	0.14%	-	0.00%	€ 565,241	0.10%
multisector education and training	€ 134,824	0.03%	-	0.00%	€ 134,824	0.03%
<b>Development food aid/food security</b>	<b>€ 2,292,866</b>	<b>0.58%</b>	<b>-</b>	<b>0.00%</b>	<b>€ 2,292,866</b>	<b>0.43%</b>
<b>Humanitarian aid</b>	<b>€ 96,129,039</b>	<b>24.36%</b>	<b>€ 3,650,000</b>	<b>2.53%</b>	<b>€ 99,779,039</b>	<b>18.51%</b>

<b>SECTOR-BASED BREAKDOWN OF GROSS BILATERAL &amp; MULTILATERAL ODA</b>	<b>BILATERAL ODA</b>	<b>%</b>	<b>MULTILATERAL ODA</b>	<b>%</b>	<b>TOTAL BY SECTOR</b>	<b>%</b>
<b>Emergency intervention</b>	<b>€ 83,884,101</b>	<b>21.25%</b>	<b>€ 3,650,000</b>	<b>2.53%</b>	<b>€ 87,534,101</b>	<b>16.24%</b>
assistance in materiel and emergency services	€ 55,610,472	14.09%	€ 3,650,000	2.53%	€ 59,260,472	10.99%
basic health care services in emergency situations	€ 2,557,209	0.65%	-	0.00%	€ 2,557,209	0.47%
education in emergency situations	€ 150,000	0.04%	-	0.00%	€ 150,000	0.03%
emergency food aid	€ 15,695,914	3.98%	-	0.00%	€ 15,695,914	2.91%
coordination of emergency assistance and support and protection services	€ 9,870,507	2.50%	-	0.00%	€ 9,870,507	1.83%
Reconstruction and rehabilitation	€ 3,039,087	0.77%	-	0.00%	€ 3,039,087	0.56%
Disaster prevention and disaster preparedness	€ 9,205,850	2.33%	-	0.00%	€ 9,205,850	1.71%
<b>Donors' administrative costs</b>	<b>€ 25,785,238</b>	<b>6.53%</b>	<b>-</b>	<b>0.00%</b>	<b>€ 25,785,238</b>	<b>4.78%</b>
<b>Awareness-raising</b>	<b>€ 4,208,896</b>	<b>1.07%</b>	<b>-</b>	<b>0.00%</b>	<b>€ 4,208,896</b>	<b>0.78%</b>
<b>Refugee assistance in the donor country</b>	<b>-</b>	<b>0.00%</b>	<b>-</b>	<b>0.00%</b>	<b>-</b>	<b>0.00%</b>
<b>Unassigned / not specified</b>	<b>€ 28,832,474</b>	<b>7.31%</b>	<b>€ 119,860,258</b>	<b>83.00%</b>	<b>€ 148,692,731</b>	<b>27.58%</b>
<b>Total bilateral and multilateral aid broken down by sector</b>	<b>€ 394,669,629</b>	<b>100.00%</b>	<b>€ 144,411,183</b>	<b>100.00%</b>	<b>€ 539,080,812</b>	<b>100.00%</b>



## THE DEVELOPMENT COOPERATION FUND IN 2023

Established by the amended law of 6 January 1996 on development cooperation and humanitarian action, the Development Cooperation Fund (DCF) is an instrument enabling the Ministry of Foreign and European Affairs to carry out development programmes and projects extending over several years.

The state budget provided the DCF with EUR 357.65 million in 2023; added to which are the assets available on 1 January, i.e. EUR 15.79 million, as well as revenue during the year (EUR 2 613 070.18). Revenue includes repayments by NGOs and agencies of undisbursed funds from projects co-financed by the Ministry.

In 2023, a total of EUR 364.64 million was disbursed through the DCF. LuxDev, as the state's principal agent responsible for the implementation of projects and programmes falling under the heading of governmental bilateral cooperation, benefited from the majority of this amount, i.e. EUR 143 million (39.26%).

Humanitarian aid was credited with EUR 98.85 million (27.11%). Next come non-governmental development organisations, which received EUR 45.90 million (12.59%) as part of the co-financing of their projects and programmes and to cover some of their administrative costs, and multilateral organisations and agencies (10.84%). The balance was accounted for by projects implemented by the Ministry directly with other partners (9.09%) and programme support (1.11%).

### DISBURSEMENTS THROUGH THE DCF IN 2023 BY HEADING

	ODA	%
Programmes and projects implemented by LuxDev	€ 143,162,761.55	39.26%
Programmes and projects implemented by multilateral agencies and programmes	€ 39,535,183.95	10.84%
Other bilateral programmes and projects	€ 33,160,820.10	9.09%
Cooperation with NGOs (framework agreements, co-financing and administrative expenses)	€ 45,897,107.50	12.59%
Programme support	€ 4,039,971.58	1.11%
Humanitarian aid	€ 98,845,109.66	27.11%
<b>Total</b>	<b>€ 364,640,954.34</b>	<b>100.00%</b>





## CHANGES TO OFFICIAL DEVELOPMENT ASSISTANCE

As the graph below shows, Luxembourg's official development assistance initially grew slowly but steadily.

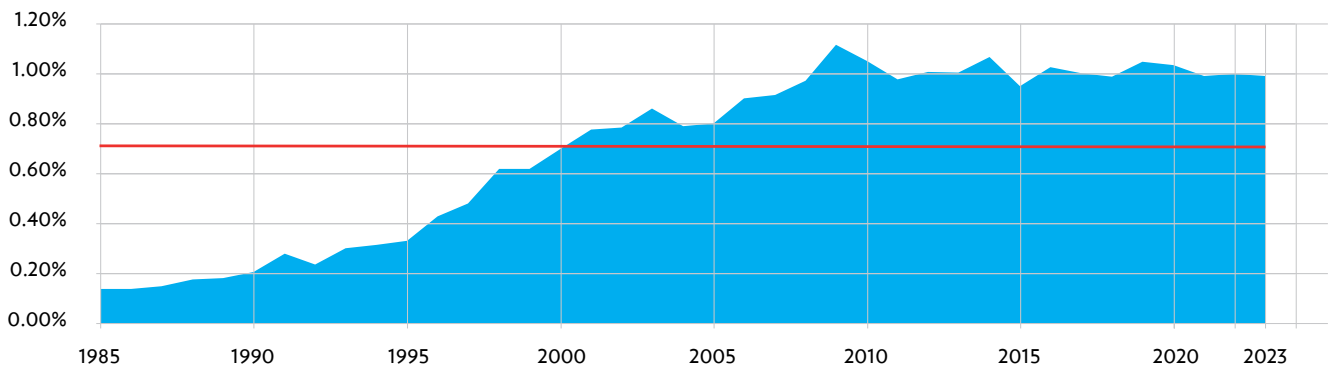
At the Earth Summit in Rio de Janeiro in June 1992, Prime Minister Jacques Santer formally announced Luxembourg's desire "to provide 0.7% of GNI by 2000". This objective was then confirmed and in 1999 during the formation of the government, it was decided to set the rate of 0.7% as an objective to be reached by 2000, then to increase this aid "with a view to reaching 1% at the end of this government's term".

The target of 0.7% of GNI was achieved as planned in 2000 and that commitment was confirmed in subsequent years, with ODA never falling below that threshold. In 2009, Luxembourg's official aid exceeded the threshold of 1% of GNI for the first time.

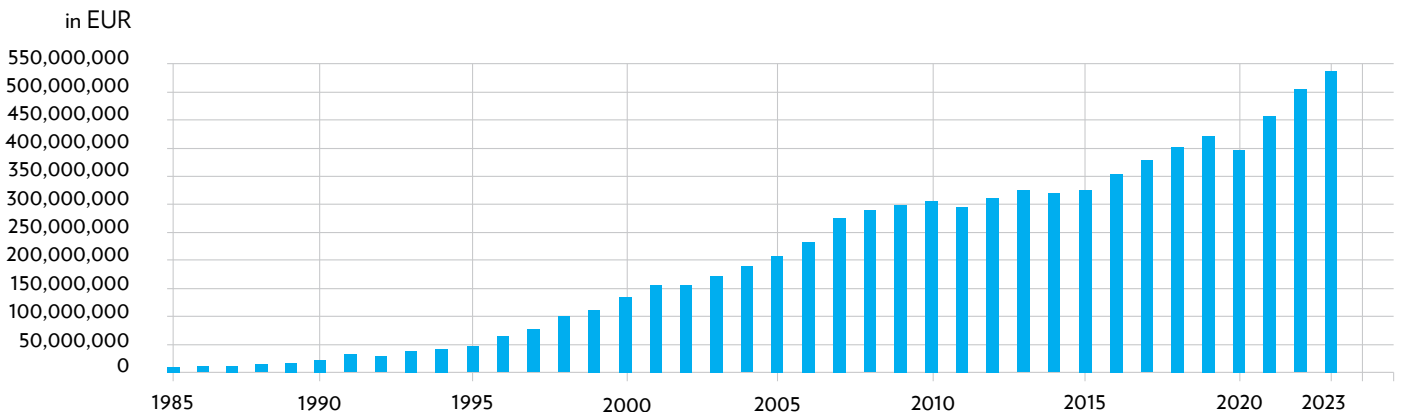
This objective is still current, although in some years the ODA/GNI ratio has varied slightly at close to 1% due to reassessments of GNI during the year.

As part of the coalition agreement, the current government has committed to maintaining the target of 1% of GNI for ODA.

### RELATIONSHIP BETWEEN ODA AND GNI 1985-2023



### ODA 1985-2023 IN VOLUME TERMS



## CHANGES SINCE 1985 TO OFFICIAL DEVELOPMENT ASSISTANCE AS A RATIO OF GROSS NATIONAL INCOME

YEAR	NET ODA	GNI	ODA AS % OF GNI
1985	€ 9,082,818.75	€ 6,536,208,567.70	0.14%
1986	€ 9,672,805.34	€ 7,005,669,324.91	0.14%
1987	€ 11,110,587.78	€ 7,370,147,174.39	0.15%
1988	€ 14,201,572.14	€ 8,058,002,126.93	0.18%
1989	€ 16,566,228.47	€ 9,109,318,565.49	0.18%
1990	€ 20,751,910.64	€ 10,001,065,942.16	0.21%
1991	€ 31,284,162.83	€ 11,146,433,184.02	0.28%
1992	€ 27,739,285.42	€ 11,701,516,364.69	0.24%
1993	€ 38,200,392.17	€ 12,671,598,095.19	0.30%
1994	€ 41,596,533.46	€ 13,252,189,519.56	0.31%
1995	€ 46,113,000.00	€ 13,992,800,000.00	0.33%
1996	€ 63,077,000.00	€ 14,705,000,000.00	0.43%
1997	€ 75,596,000.00	€ 15,803,700,000.00	0.48%
1998	€ 98,829,000.00	€ 16,020,300,000.00	0.62%
1999	€ 110,118,000.00	€ 17,868,200,000.00	0.62%
2000	€ 133,433,659.00	€ 19,170,400,000.00	0.70%
2001	€ 155,128,137.00	€ 20,050,300,000.00	0.77%
2002	€ 155,735,183.00	€ 19,897,800,000.00	0.78%
2003	€ 171,677,042.00	€ 20,027,700,000.00	0.86%
2004	€ 188,981,534.00	€ 23,988,000,000.00	0.79%
2005	€ 207,387,692.00	€ 26,007,300,000.00	0.80%
2006	€ 231,510,318.00	€ 25,800,400,000.00	0.90%
2007	€ 275,135,892.00	€ 30,158,600,000.00	0.91%
2008	€ 287,679,785.00	€ 29,729,000,000.00	0.97%
2009	€ 297,817,177.00	€ 25,126,100,000.00	1.11%
2010	€ 304,031,901.10	€ 28,633,700,000.00	1.05%
2011	€ 294,322,548.33	€ 30,250,700,000.00	0.97%
2012	€ 310,447,807.61	€ 30,927,066,000.00	1.00%
2013	€ 323,037,939.00	€ 32,284,000,000.00	1.00%
2014	€ 318,347,926.85	€ 29,970,000,000.00	1.06%
2015	€ 324,941,071.12	€ 34,352,350,000.00	0.95%
2016	€ 353,143,813.00	€ 34,550,000,000.00	1.02%
2017	€ 377,093,413.53	€ 37,790,000,000.00	1.00%
2018	€ 401,296,347.29	€ 40,767,580,800.10	0.98%
2019	€ 420,797,574.94	€ 40,350,000,000.00	1.04%
2020	€ 396,927,971.71	€ 38,520,000,000.00	1.03%
2021	€ 456,095,218.06	46,170,000,000.00	0.99%
2022	€ 503,867,364.90	€ 50,628,760,188.19	1.00%
2023	€ 536,467,742.25	€ 54,420,000,000.00	0.99%



**LUXEMBOURG  
DEVELOPMENT  
COOPERATION  
AND ITS PARTNERS**



## AFRICA

### BENIN



The year 2023 saw the development cooperation partnership between Luxembourg and Benin strengthen, following the signing of a general cooperation agreement in December 2022 in Luxembourg. At the end of August 2023, Luxembourg opened an embassy in Cotonou.

In terms of bilateral cooperation, Luxembourg's Development Cooperation continued to finance two programmes via delegated cooperation agreements. This includes the construction and fitting out of agricultural technical high schools (EUR 3 million, with the *Agence Française de Développement* (AFD)) and the programme "Support for the management of the Mono delta biosphere reserve and the development of the Bouche du Roy marine protected area" (EUR 3 million, with the Belgian development agency Enabel), which is a programme led by the Delegation of the European Union to Cotonou. In 2023, LuxDev (Lux-Development) began formulating four new projects that it will implement in partnership with national authorities and other organisations with specific expertise:

- School of tourism, hospitality and catering professions (2023-2026; EUR 17 million), in partnership with the Luxembourg School of Tourism and Hospitality (Diekirch) and the Lausanne School of Hospitality, the Swiss NGO Helvetas and the NGO *EcoBénin*;
- Agricultural and rural vocational training (2024-2027; EUR 10.2 million), in partnership with the Belgian agency Enabel and the Global Green Growth Institute;
- Inclusive and innovative finance (2024-2027; EUR 10 million), in partnership with the Luxembourgish NGO *Appui au développement autonome* (ADA) and the German agency *Gesellschaft für internationale Zusammenarbeit* (GIZ);
- Digital and digitalisation (2024-2027; EUR 8.5 million), in partnership with the Luxembourg House of Cybersecurity.

A multilateral programme with the United Nations Population Fund (UNFPA) in the area of health and sex education (EUR 4.7 million) is also in progress (2023-2025). In 2023, Luxembourg's Development Cooperation also started work on identifying a form of support in the field of children's rights with the United Nations Children's Fund (UNICEF).

Luxembourg's first emergency support to Benin started in 2023, in response to the deterioration of living conditions in the north of the country. It was a contribution of EUR 157,590 to an activity run by *Handicap International Luxembourg* to help improve living conditions for the most vulnerable populations affected by insecurity and forced displacement in northern Benin.

Six Luxembourgish NGOs are active in Benin, four of which operate under framework agreements (*Fondation Raoul Follereau*, *Pharmaciens sans Frontières*, *SOS Faim* and *SOS Villages d'Enfants Monde*) and two in the form of co-financed projects (*Aide au Bénin*, *Iles de Paix Luxembourg*).



## AFRICA

# BURKINA FASO



In Burkina Faso, Luxembourg’s Development Cooperation has remained committed to serving the population, while adapting its intervention methods to the changing political and security landscape in Burkina Faso following the coup d’état of January 2022.



Food garden in Koudougou

In view of the outcome of the negotiations between the Burkina Faso transitional authorities and the Economic Community of West African States (ECOWAS), Luxembourg’s Development Cooperation adopted a transition strategy in July 2022, allowing the continuous implementation of bilateral and multi-lateral programmes, humanitarian aid and support for Luxembourgish NGOs.

The implementation of Luxembourg’s bilateral cooperation programmes continued in 2023 in the priority sectors identified in the transition strategy.

- In the first, education, technical and vocational training and employability, this includes: support for education and for technical and vocational training, a sector that has in the past benefited from significant support from Luxembourg’s Development Cooperation, has been geared in 2023 more towards employability in the labour market, as well as towards the educational needs of populations weakened by the conflict (*education in emergencies*), particularly through the construction of mobile and pre-fabricated classrooms. In this emergency context, LuxDev has entered into a partnership with *Aide internationale de la Croix-Rouge luxembourgeoise* (AICRL), which supports the Burkinabè Red Cross to distribute school kits in remote areas to which LuxDev no longer has direct access, as well as with Catholic Relief Services (CRS) to equip school canteens;
- The second priority sector is support for climate governance and the sustainable management of natural resources to combat climate change. The long-standing support in these sectors continued in 2023, but focused more on tackling climate change and creating green jobs, ensuring fair, inclusive and sustainable access to natural resources in order to reduce inequalities and diminish the sources of tension linked to the deterioration of the environment.

Although the coverage of its interventions remains national, the area of intervention in which Luxembourg’s Development Cooperation was able to operate effectively through LuxDev staff was mainly limited to the triangle between Koudougou, Dedougou and Bobo-Dioulasso and the Ouagadougou region.

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The other regions are still served through delegations to national authorities, humanitarian actors, multilateral agencies and NGOs.

Multilaterally, Luxembourg's Development Cooperation launched a new project to support the economic and climate resilience of women and young people, implemented by the United Nations Population Fund (UNFPA) with a total financial envelope of EUR 5 million (2023-2025). The project will be implemented in four regions (Boucle du Mouhoun, Hauts-Bassins, Cascades and Centre-Sud) identified through a regional approach based on political, productive, social, spatial and security criteria. The aims of the project are to increase the professionalisation of the umbrella organisations for non-timber forest products (especially honey, shea, cashew, néré and silk) and the entrepreneurial skills of the beneficiaries (e.g. the organisational, technical and productive capacities of women and young people) and to promote financial education and financing (creation of savings groups, collection of local savings, with a preference for digital solutions, offered by microfinance institutes geared to the needs of women and young people).

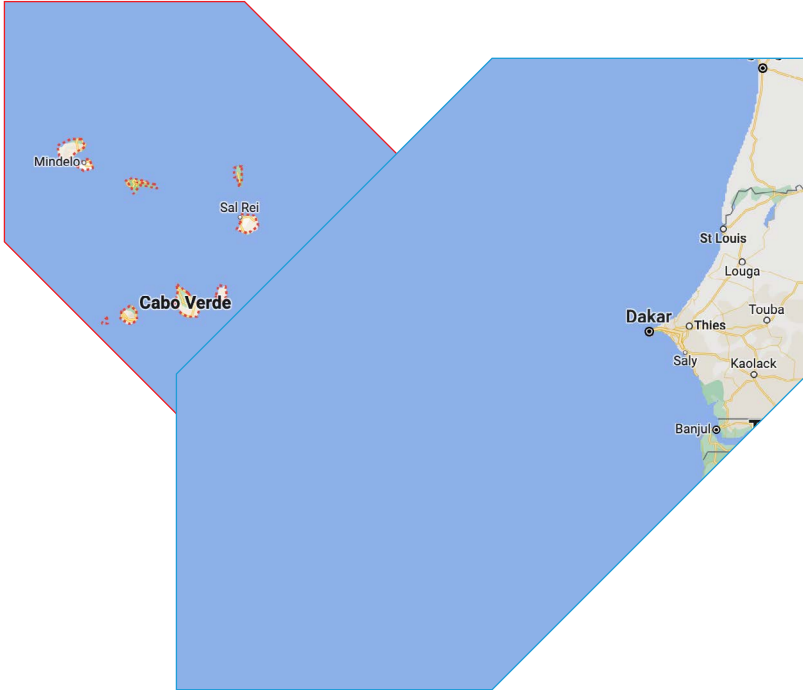
In view of the evolving security and humanitarian situation in Burkina Faso, in 2023 Luxembourg continued to considerably increase its support for humanitarian aid, by contributing almost EUR 4 million to humanitarian interventions implemented by international, multilateral and Luxembourgish humanitarian organisations. The humanitarian situation is deteriorating very rapidly: 10% of the population is currently internally displaced and 50,000 people are suffering from famine, a first in the country's history. It should also be noted that Luxembourg's Development Cooperation incorporates the humanitarian element into its bilateral and multilateral projects, as part of the approach based on the nexus between humanitarian action, development and peace.

In 2023, 15 Luxembourgish NGOs were active in Burkina Faso, and continued to implement their projects through their local partners, despite the political and security crisis. As part of the transition strategy, an indicative financial envelope of EUR 4 million per year is planned for Luxembourgish NGOs in Burkina Faso.



## AFRICA

### CABO VERDE



Luxembourg was the archipelago’s main development partner in 2023, together with Portugal.

The year 2023 featured not only the 30<sup>th</sup> anniversary of the cooperation agreement but also high-level visits. In March, Franz Fayot, Minister for Development Cooperation and Humanitarian Affairs, visited Cabo Verde for the 22nd partnership commission meeting between the two countries. In May, the President of

the Republic, José Maria Neves, made a state visit to Luxembourg, accompanied by three ministers from Cabo Verde.

The current ICP, which covers the 2021-2025 period, is entitled “Development – Climate – Energy” ICP (DCE, EUR 85.4 million). This is the first ICP in which Luxembourg is implementing a whole-of-government approach, facilitating the integration and coordination of development actions and other areas, such as energy transition and combating climate change. The activities are implemented by LuxDev and ADA (inclusive finance project which forms part of the priority area of employment). For the first time, the Ministry of Foreign and European Affairs, the Ministry of the Environment, Climate and Biodiversity (MECB) and the Ministry of the Economy’s General Directorate for Energy have joined forces to draft and implement a single multiannual programme. The various programmes in the ICP cover the whole of the archipelago and focus on the following priority areas of intervention: employment, water and sanitation, energy transition, climate action and governance and local development. These priority areas of intervention are complemented by sectoral budgetary support in the employment and health sectors.

The bilateral programme in the energy sector provides substantial support in the form of preliminary studies with a budget of EUR 3 million for the preparation of a flagship project under the European Union (EU) Global Gateway initiative. This involves the construction of a pumped storage plant, similar to the plant at Vianden but on a smaller scale, suitable for the size of the Santiago Island network. The power plant will be financed by a blended finance framework loan from the European Investment Bank (EIB) and the European Commission, granted in October 2023, for the improvement of the country’s energy infrastructure.

Within the framework of multilateral cooperation, two interventions implemented by UN agencies under the DCE ICP were launched in 2023. As part of the priority area of employment, a project is being implemented by the International Labour Organization (ILO),



Works to optimise Maio’s drinking water network

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designed to promote formal employment. The local development priority area is being addressed through a programme implemented jointly by the United Nations Development Programme (UNDP) and the United Nations Human Settlements Programme (UN-Habitat), with the aim of limiting or eliminating asymmetries between the islands.

There are currently three Luxembourgish NGOs working in Cabo Verde, funded by the MFA.

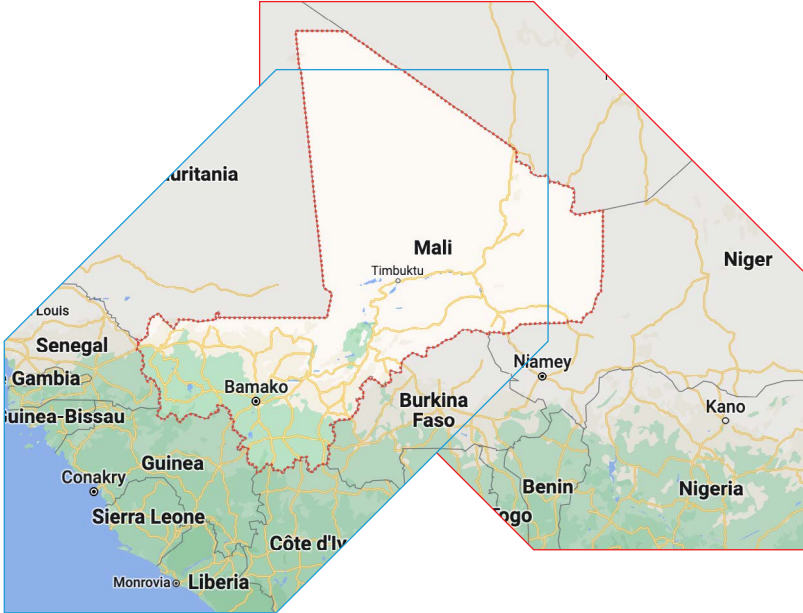
The NGDO *Betebuerg Hëlleft* is implementing a project to renovate and redevelop school infrastructure in the municipality of Mosteiros on the island of Fogo. ECPAT is implementing a project to strengthen the capacities of Cabo Verde's local networks so that children, adolescents, families, local authorities and key community actors involved in child protection are aware of the risks of sexual exploitation and abuse and are equipped to prevent them. The NGDO *Guiden a Scouten fir eng Welt* is implementing activities to support formal schools and vocational training.





## AFRICA

### MALI



In 2023, development cooperation relations between Luxembourg and Mali were governed by a transition strategy, adopted unilaterally in January 2021 for an initial period of two years (2021-2022). In view of the outcome of the negotiations between the Malian transitional authorities and the Economic Community of West African States (ECOWAS), in particular as regards the 24-month duration of the transition from 1 March 2022, the transition strategy was extended for two years, until 2024. For the 2023-2024 period,

a total financial envelope (bilateral, multilateral and humanitarian) of EUR 42 million is planned.

Bilaterally, in 2023 Luxembourg’s Development Cooperation continued to implement the six bilateral programmes in the areas of vocational training and labour market integration, rural development and food security, as well as the strengthening of rural communities’ resilience. Four bilateral projects are being implemented by LuxDev and two bilateral projects by PROMAN, the design consultant.

In 2023, through the “Training and labour market integration programme”, LuxDev supported young people and women in their economic integration into previously identified promising sectors, such as meat, market gardening, rice, fonio, sesame and mango. In 2023, the “Support programme for agro-pastoral sectors”, implemented by LuxDev with the support of Switzerland in the regions of Ségou and Sikasso, delivered a significant number of training, coaching, awareness-raising and advocacy activities to strengthen the role of women in relevant sectors and professional associations. Through the project “Strengthening the resilience of rural communities in the Kita Circle and their access to the market system – Phase III”, in 2023 Caritas constructed wells and developed market gardening areas, trained beneficiaries in innovative agro-ecological practices, and provided advice to support the formalisation and professionalisation



Training in the processing of agricultural products

of new farmers' organisations that have expressed their intention to form cooperative societies.

Through its projects "Sustainable development in the Kidal region" and "Sustainable development in the Gao region", in 2023 PROMAN was able to carry out rural development activities (establishment of grain and feed banks, construction of boreholes, wells and water supply points, construction and reinstatement of animal vaccination centres), as well as in the field of vocational training (provision of equipment for master craftsmen, establishment and operationalisation of mobile training units), or in the education sector (construction/upgrading of schools, support for school canteens). Finally, emergency measures such as the provision of food to displaced persons and vulnerable populations have been put in place to meet the immediate needs of the population in the programme's areas of intervention.

In terms of multilateral cooperation, a new project on emergency obstetric and neonatal care and sexual and reproductive health was launched in 2023. This project is being implemented by the United Nations Population Fund (UNFPA). In addition, Luxembourg has extended the two projects implemented in Mali by the United Nations Programme for Development (UNDP) by six months (until June 2024). These projects are in the field of entrepreneurship, and in support for electoral reforms.

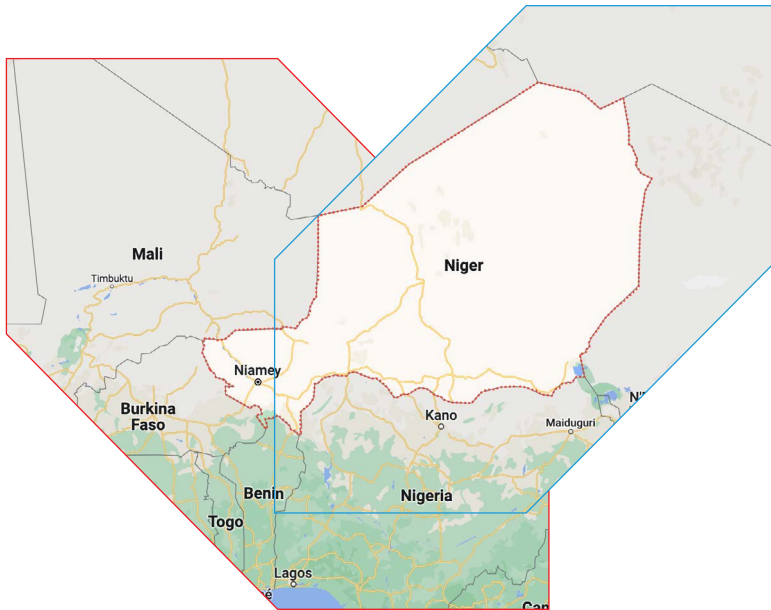
In response to the growing humanitarian needs in Mali, Luxembourg contributed EUR 3.7 million to the humanitarian work of its partners in the country in 2023. Support was provided through structures with which Luxembourg's Development Cooperation has long-standing relations, such as the International Committee of the Red Cross (ICRC), the World Food Programme (WFP) and the UN Humanitarian Air Service (UNHAS), as well as various humanitarian NGOs such as the Luxembourg Red Cross, *Médecins du Monde* Belgium, and also the International NGO Safety Organisation (INSO).

Under a framework agreement, five Luxembourgish NGOs (*Fondation Bridderlech Deelen*, the Luxembourg Red Cross, *Fondation Follereau Luxembourg*, *Handicap International Luxembourg* and *SOS Faim*) have implemented development projects in Mali in Luxembourg Development Cooperation's priority areas of intervention. Regular meetings between Luxembourg's embassy in Bamako and representatives of these NGOs were held in 2023 to promote synergies between the activities of the various NGOs, ensure a better impact and increase the effectiveness of aid and the coherence of Luxembourg Development Cooperation's actions more broadly. The financial contribution by Luxembourg's Development Cooperation to these projects amounts to EUR 7.2 million, in addition to the budget allocated to the extension of the transition strategy.



## AFRICA

### NIGER



In the first half of 2023, Luxembourg Development Cooperation’s activities took place according to the terms agreed between the two countries in the fourth Indicative Cooperation Programme (ICP IV) (2022-2026). Luxembourg Development Cooperation’s programming with Niger was the highest among all the partner countries and Niger was, at the time, Luxembourg’s last remaining partner that was relatively stable.



Workshop on action theory at the Ministry of Finance with senior managers from the sectoral ministries

The programmes under ICP IV in the areas of basic social services (water and sanitation, housing, nutrition, basic education), vocational training and employment, finance and food security started as planned and were launched in Niamey on 3 February 2023 in the presence of the Director for Development Cooperation and Humanitarian Affairs. A new logistics centre for the Nigerien Red Cross, with a budget of EUR 4.5 million over three years (2023-2025), illustrates the ICP’s nexus between humanitarian action and development. Luxembourg is thus continuing to work to help displaced, refugee and returned communities as well as vulnerable hosts.

The 15th partnership committee meeting with Niger was held on 4 July 2023 in Luxembourg, just before the coup d’état. Franz Fayot, Minister for Development Cooperation and Humanitarian Affairs, and Hassoumi Massoudou, Minister of Foreign Affairs and Cooperation, carried out an in-depth review of the progress of ICP IV programmes and discussed the broad strategic outlines for cooperation between the two countries in the coming years. It was emphasised that, with a budget of EUR 148.6 million for the 2022-2026 period, Niger was at the time the top beneficiary from among Luxembourg Development Cooperation’s partner countries. At the meeting, the two ministers signed an amendment to the memorandum of understanding on support for the National System for the Prevention and Management of Food Crises (DNP-GCA), increasing Luxembourg’s support to EUR 6.5 million for the 2022-2026 financing period, in response to the severe nutrition and food crisis affecting the entire Sahel.

The coup d’état of 26 July 2023 had major implications for development cooperation activities in Niger. The bilateral programmes implemented by LuxDev and the NGO ADA were suspended due to the unconstitutional change in government. That suspension resulted in the cessation of payments of new funds, the withdrawal of technical assistance made available to central and decentralised authorities, and the suspension of activities implemented in all programmes. In order to reduce fiduciary risks, a monitoring system has been set up by LuxDev.

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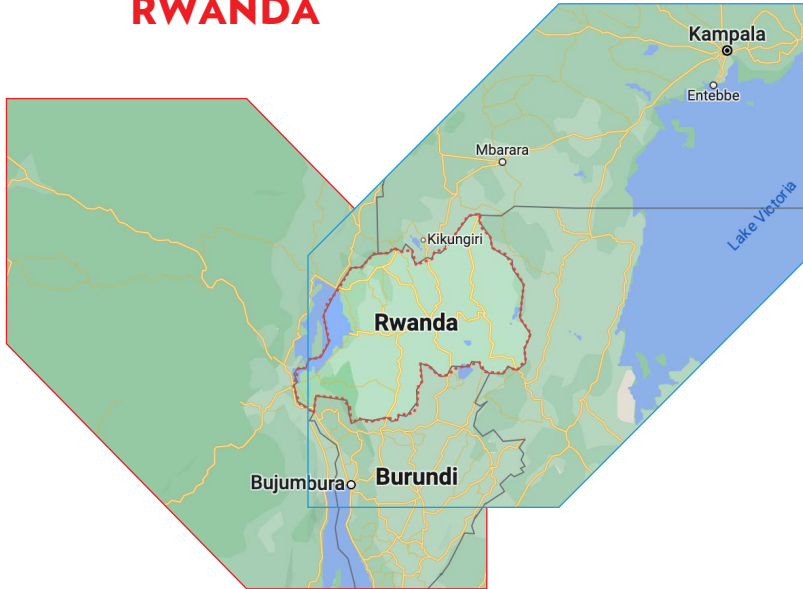
Multilateral, humanitarian and civil society assistance programmes have continued to be implemented, but under increasingly complex conditions. Multilaterally, support to the World Food Programme (WFP) to support school canteens and to the United Nations Population Fund (UNFPA) to support reproductive health and rights continued as planned.

In terms of humanitarian assistance, Luxembourg supported projects by international, multilateral and non-governmental humanitarian actors, with a total financial envelope of EUR 7.3 million in 2023. Following the coup d'état, the supply of humanitarian aid has become increasingly complex, due in particular to sanctions imposed on Niger by ECOWAS, but also to restrictions imposed by Niger's de facto authorities.

In 2023, seven Luxembourgish development NGOs worked in Niger in the sectors of agriculture, administrative management policy, training of health personnel, sanitation, basic nutrition, health education, multisectoral assistance for basic social services, financial intermediaries in the formal and informal sectors, education, school facilities and vocational training. Despite the coup, the implementation of their activities continued in 2023.

## AFRICA

### RWANDA



The resumption of development cooperation with Rwanda was initiated in 2021 with the signing of a memorandum of understanding (MoU) on Luxembourg's support for the development of the Kigali International Financial Centre (KIFC). The three areas of intervention identified as priorities for renewed cooperation are technical and vocational training (TVET), the environment and sustainable development and inclusive and innovative finance. Digitalisation, good governance and gender equality were identified as cross-cutting themes. The financial envelope for Rwanda is between EUR 10 and 12 million per year.

With a view to facilitating the resumption of bilateral cooperation, two delegated cooperation projects began in 2023, with the Belgian development agency (Enabel) and the French development agency (AFD). Luxembourg's Development Cooperation is thus contributing to the KWIHAZA project ("Feeding the cities"), a project to develop agricultural value chains co-financed by Luxembourg and the European Union (EU) and implemented by Enabel, as well as the "Technical training and employability support project in Rwanda", a project to support vocational training centres in Rwanda, implemented by AFD. Luxembourg's Development Cooperation also increased its initial contribution to the KWIHAZA project by EUR 2 million in 2023, making it possible to expand the "access to finance" component of the project, which will be implemented by the Luxembourgish NGO ADA. At the end of 2023, it also decided to make a contribution of EUR 3 million to a joint fund initiated by the German and French development cooperation agencies (KfW and AFD), entitled "Basket Funding for Pro-Poor Development". The fund's primary objective is to foster inclusive and sustainable growth by improving the quality of local (social) services in both rural and disadvantaged areas of the country. This will include the construction of infrastructure of benefit to vulnerable populations, such as water and sanitation, health, climate resilience and agricultural production.

In addition, in 2023 Luxembourg's Development Cooperation finalised the formulation of KIFC, its first flagship project in Rwanda. As part of the project formulation, a delegation from Luxembourg composed of leading Luxembourg figures in the inclusive finance ecosystem who will contribute to the project visited Rwanda in September 2023, to finalise the project's technical and financial documentation with their Rwandan counterparts.

Finally, LuxDev was mandated in 2023 to formulate two other projects in the fields of vocational and technical training (the Digital Skills project) and sustainable development (the EPAFLEC project). Implementation of these projects is expected to start in early 2024.

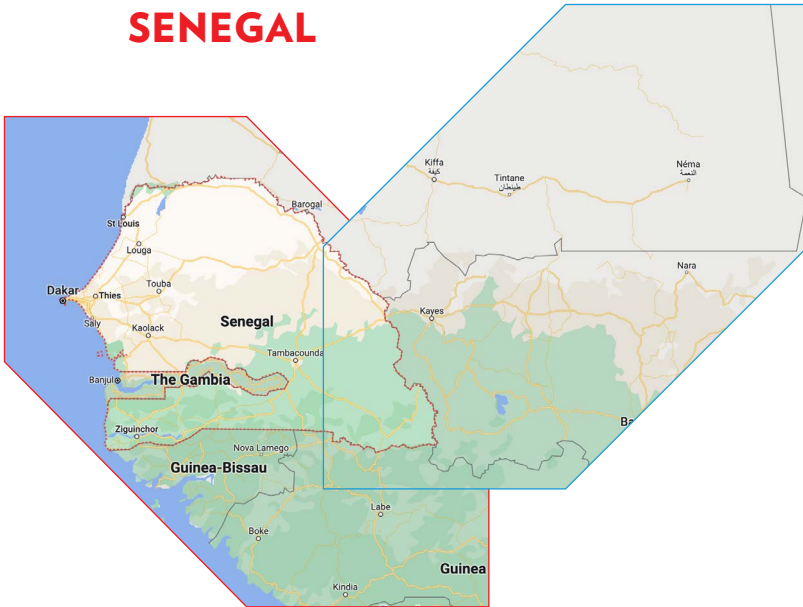


Gatagara orthopedic workshop



## AFRICA

### SENEGAL



The year 2023 saw the signing of the fifth Indicative Cooperation Programme (ICP V) between Luxembourg and Senegal. The signing took place within the framework of the 16<sup>th</sup> partnership committee meeting, held in Luxembourg on 19 July 2023.

With an indicative financial envelope of EUR 154 million, of which EUR 14 million comes from the Ministry

of the Environment, Climate and Biodiversity's Climate and Energy Fund, ICP V covers a seven-year period (2024-2030), and is aligned with Senegal's priority development objectives. It therefore constitutes the second partner country for Luxembourg's Development Cooperation in which a whole-of-government approach will be implemented, following the example of Cabo Verde.

ICP V focuses on four priority areas, namely health and social protection; technical and vocational training, employability and integration into the job market, focusing on financial inclusion and the socio-economic empowerment of women and young people; water and sanitation from an environment and climate change viewpoint; and the governance, coordination, monitoring and inclusion of cross-cutting themes in the implementation of the new ICP. These cross-cutting themes are human rights, gender in its multi-dimensional aspects, inclusive governance and environmental sustainability.

In parallel with the formulation of the new bilateral programmes, which started in the last half of 2023, the activities of ICP IV continued, with progress made, in particular, under the two bilateral programmes implemented by LuxDev: "health and social protection" and "technical and vocational training and employability".

Key interventions in the field of health include strengthening the emergency medical assistance services by setting up four centres to receive and handle calls, 25 mobile emergency services and 15 new emergency services upgraded with specialised equipment, as well as 3 resuscitation services. In the field of integration into the job market, in collaboration with the private sector, 189 young people were trained in digital and coding occupations, with 146 of them certified and a successful graduation rate of 71%.

In view of the impact of digital professions on the country's young people and its economy, Senegal and Luxembourg decided to build the "Centre of Excellence for Digital Professions (CRMN)" in the new town of Diamniadio. This modern infrastruc-



The World Food Programme's "school canteens" programme

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ture will be solely dedicated to training in the digital professions. Work started in August 2023. In 2023, Luxembourg also positioned itself as a leader in a Team Europe Initiative (TEI) in Senegal, involving several European partners (EU, Germany, France, Italy, the Netherlands and Switzerland), in the field of professional training and integration around the sports professions. This is against the background of the Summer Youth Olympic Games due to be held in Senegal in 2026.

Two multilateral projects were finalised in 2023: a United Nations Population Fund (UNFPA) project to improve access to high-quality health care for the most vulnerable groups, with a particular focus on sexual and reproductive health, maternal and neonatal health and medical and surgical emergencies, as well as a project implemented by the International Labour Office (ILO) that focused on entrepreneurship training as part of vocational training.

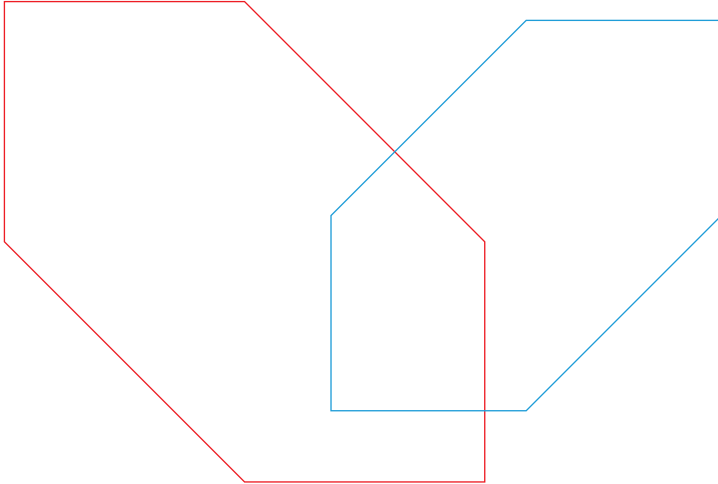
In the field of humanitarian aid, in 2023 Luxembourg contributed EUR 500,000 to support school feeding in Senegal, as part of its strategic partnership (SPF) with the World Food Programme (WFP).

In 2023, ten Luxembourgish NGOs (ECPAT, *Frères des Hommes*, *Guiden a Scouten fir eng Welt*, *Handicap International Luxembourg*, PADEM, *Pharmaciens Sans Frontières*, *SOS Villages d'Enfants Monde*, SANA, *Chaîne de l'Espoir Luxembourg* and *SOS Sahel International Luxembourg*) have implemented development projects in Senegal in various areas such as basic social services, health and sanitation, education and vocational training, agricultural development, women's equality and democratic participation.



## AFRICA

### REGIONAL AFRICA/SAHEL



While keeping an eye on the deteriorating security and political landscape, Luxembourg has continued its commitment to health, human rights and regional governance, particularly in West Africa and the Sahel.

In the field of health, Luxembourg has strengthened its commitment to combating communicable diseases. The Senegalese NGO *ENDA Santé*, in partnership with the Luxembourg Institute of Health, the *Centre Hospitalier de Luxembourg*, Luxembourg's *Laboratoire National de Santé* and the Luxembourgish NGO *Stop AIDS Now/Access*, is continuing to improve access to diagnostics and treatment for those infected with sexually transmitted diseases in Senegal and Guinea-Bissau. As part of the fight against HIV/AIDS, the FEVE IMPULSE project, also implemented by *ENDA Santé*, completed its second year of operation in 2023.

Luxembourg has maintained its commitments to the partnership for universal health coverage implemented by the World Health Organization (WHO). The programme aims to strengthen the capacity of more than 125 beneficiary countries to develop and implement robust and comprehensive health policies, strategies and plans that promote universal health care to ensure access to high-quality and affordable care for all. Technical support from Luxembourg for this programme is provided by experts deployed in WHO offices in Senegal, Burkina Faso, Mali, Niger, Cabo Verde and Laos.

In addition, Luxembourg supports the project “Strengthening Capacity on Implementation Research in French-speaking West Africa”, part of the WHO’s Special Programme for Research and Training in Tropical Diseases (Tropical disease research, TDR). In order to meet the high demand for public health training in French-speaking sub-Saharan Africa, the Cheikh Anta Diop University of Dakar was selected as part of the TDR’s “Postdoctoral Training Programme”. The University of Science, Techniques and Technology of Bamako (USTTB) in Mali is also associated with the project.

In terms of food safety, support from Luxembourg via the United Nations Food and Agriculture Organization (FAO) is boosting the response capacity of the bodies in charge of street food health surveillance while improving the quality of food in Senegal, in Burkina Faso and, since 2023, in Mali (2022-2025; EUR 1.9 million).

In 2023, Luxembourg’s Development Cooperation also targeted the implementation of human rights protection projects, with a focus on human rights defenders. A project implemented by the NGO *Front Line Defenders* started in 2023 (2023-2025; EUR 1.1 million), with the aim of providing practical solutions to human rights defenders at risk in Niger, Mali, Burkina Faso, Senegal, Rwanda and Benin through individual protection or relocation support, as well as training. Since 2023, the NGO *International Service for Human Rights (ISHR)* has been implementing a project (2023-2025; EUR 300,000) seeking to protect human rights defenders, primarily through legislative work in Benin, Burkina Faso, Cabo Verde, Mali, Niger and Senegal to strengthen the laws and systems that protect freedom of expression, association and assembly.

In terms of governance, in 2023 Luxembourg joined a Team Europe Initiative (TEI) entitled “ICT Policy & Regulation – Institutional Strengthening” (iPRIS), which aims to support a regulatory environment that facilitates electronic communications and information and communication technologies to improve connectivity for all in sub-Saharan Africa. The Luxembourg Regulatory Institute (ILR) is one of the implementing partners.



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Also in the area of governance, assistance of EUR 160,000 from Luxembourg in 2023 enabled the House of Training/ATTF to deliver training in the financial and banking sector, in collaboration with the Central Bank of West African States (BCEAO). Luxembourg also supports the International Monetary Fund's (IMF) Regional Technical Assistance Centre in West Africa, which organises seminars and immersion sessions to train officials from participating countries in public finance and good governance.

Luxembourg also maintains a special relationship with the Sahel office of the International Crisis Group (ICG), enabling it to strengthen its analysis of political and security developments in the Sahel region (2022-2024; EUR 600,000).

Finally, Luxembourg confirmed its substantial commitment to the development of the Sahel region, and in particular to the Sahel Alliance, which it joined in March 2018, by making a financial contribution of EUR 200,000 to the organisation's coordinating body for the 2024-2025 period.



## CENTRAL AMERICA

### COSTA RICA



The opening of an embassy in San José in September 2023 will make it possible, among other things, to follow up on the interventions by Luxembourg's Development Cooperation in Central America.

In view of the close political and strategic alignment in development cooperation between Luxembourg and Costa Rica, Luxembourg's Development Cooperation has decided to complement its regional efforts with bilateral activities in Costa Rica. Those activities will be in the regional strategy's priority areas.

A memorandum of understanding formalising the intention of the two countries to engage in bilateral cooperation on these themes was signed by Minister Fayot in January 2023 during a working visit to Costa Rica. A general cooperation agreement between Costa Rica and Luxembourg creating the legal framework required in order to implement bilateral projects and programmes and to allow LuxDev to establish itself on the ground was signed on 17 July 2023.

In 2023, a study on digitalisation in Costa Rica was carried out, to take stock of the existing situation and identify opportunities for support to meet Costa Rica's needs for capacity in this area.

Through the Nicaraguan Civil Society Support Fund (FASOC), managed by Oxfam, Luxembourg's Development Cooperation supported Costa Rican organisations working with Nicaraguan migrants and refugees, until April 2023. This approach had been adopted following the ban by the Nicaraguan authorities on Oxfam IBIS operating in the country. In 2023 the NGO projects supported helped to meet the basic needs of Nicaraguan farm workers in Costa Rica, to improve the quality of life of the Nicaraguan refugee population that has settled in the northern part of Costa Rica, and contributed to the sexual and reproductive health of displaced Nicaraguan women. After FASOC came to an end, Luxembourg's Development Cooperation followed up on these interventions through a new project implemented by LuxDev.



## CENTRAL AMERICA

### EL SALVADOR



The third bilateral dialogue committee meeting between Luxembourg and El Salvador was held in Luxembourg in March 2023 in the presence of Adriana Mira, El Salvador's Deputy Minister for Foreign Affairs. At the meeting, the two countries agreed to continue their bilateral cooperation and to maintain thematic continuity.

The formulation of two new projects was therefore launched in 2023. The first project aims to improve youth employment through young people's digital skills. This project is part of the "Digital Jobs" Team Europe Initiative, and will build on training efforts undertaken as part of a project funded by the European Union and implemented by Expertise France. The second project focuses on South-South and triangular cooperation and will position the El Salvador government as a contributor in terms of development cooperation, as well as a recipient.

At the end of 2022, Luxembourg's Development Cooperation launched a new project with its long-standing partner *Fundación Nacional para el Desarrollo* (FUNDE). The project, which will continue until 2025, has the overarching objective of helping to strengthen democratic governance and the rule of law in El Salvador through civic participation, the creation of alliances, the strengthening of the capacities of citizens' organisations and the promotion of dialogue.

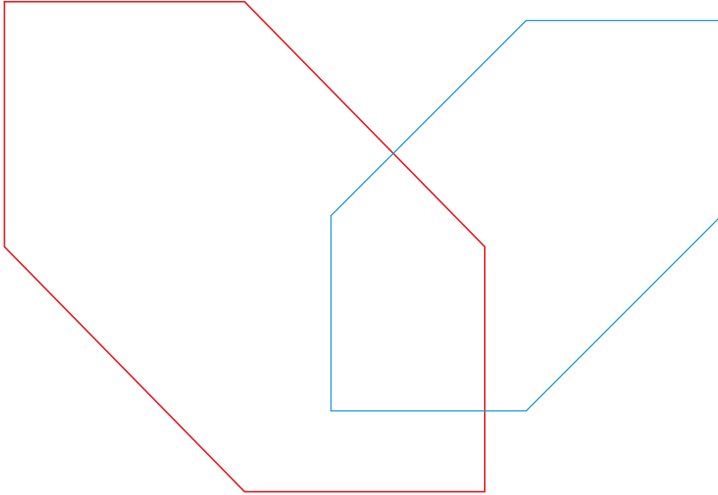
The ATTF/House of Training is active in El Salvador, providing training for financial sector professionals.

A Luxembourgish NGO, *Action Solidarité Tiers Monde*, is currently working in El Salvador, with a programme focused on strengthening human rights, democratic participation and support for civil society.



## CENTRAL AMERICA

### CENTRAL AMERICA



With regard to the regional programmes implemented in Central America in 2023, Luxembourg remains an important partner in the Central American Integration System (SICA), particularly through a regional project for the promotion of female entrepreneurs with the centre for the promotion of micro and small business in Central America (CENPROMYPE). This is a key project dedicated to gender equality and the promotion of women's economic rights. As part of this project, CENPROMYPE and Luxembourg's Development Cooperation have identified the need for a dedicated investment fund for female entrepreneurs in Central America. Work to establish such a fund domiciled in Luxembourg began in 2023 and Luxembourg's Development Cooperation declared it was interested in contributing to the financing of the fund, following the European Microfinance Week in Luxembourg in November 2023.

The "Forestry and Climate Fund" (FCCF) impact investment fund, launched in 2017 at Luxembourg's initiative as a public-private partnership, continues to promote the sustainable exploitation of wood and associated value chains in Central America. Luxembourg's Development Cooperation supports the FCCF through technical assistance from LuxDev as part of a project focused on sustainable forest management. The project's objective is to rehabilitate secondary or degraded forest areas and make them economically, ecologically and socially viable. Particular emphasis is placed on promoting youth employment, as well as social inclusion in forest management.

Since 2019, Luxembourg has been supporting the NGO Front Line Defenders (FLD) in support of the emergency protection and security of human rights defenders (HRDs), initially in Nicaragua only and subsequently, since 2023, also in Guatemala, El Salvador and Honduras. The project's current phase runs until the end of 2025 and supports personal and professional security measures, emergency relocations, legal fees, medical expenses, family support and information technology and communications equipment for HRDs who are at risk.

At the sub-regional level, in 2023 the MFA also continued to support the NGO ADA in its work to promote youth entrepreneurship and the structuring of forest value chains, as well as regional micro-finance and micro-insurance. In the same vein, in January 2023 Luxembourg's Development Cooperation launched a regional project with the Alliance for Financial Inclusion (AFI) in Latin America and the Caribbean, which aims to implement innovative financial inclusion strategies in the region and foster knowledge sharing in this field, with a focus on digital financial services, inclusive fintech, national inclusive finance plans (especially in Costa Rica), green inclusive finance and gender-inclusive finance.

Additionally, there are development cooperation projects with the IMF's Regional Technical Assistance Centre for Central America and the Dominican Republic (CAPTAC-DR) aimed at strengthening national capacities, with the International Organization for Migration (IOM) for migrant women in Central America, with UN Women to work on the financial inclusion of women in the Northern Triangle, and with the United Nations Population Fund (UNFPA), seeking to reduce pregnancies among disadvantaged teenagers in communities along the Caribbean coast.

## ASIA

### LAOS



The year 2023 saw the launch of the programmes in the fifth Indicative Cooperation Programme (ICP V), covering the 2023-2027 period. With a funding envelope of EUR 95 million, its activities focus on the four target provinces of Bokeo, Bolikhamxay, Khammouane and Vientiane. The four priority areas are health and nutrition; integrated local development;

skills development for tourism, agriculture and forestry; and the promotion of the rule of law, access to justice and good governance.

The new health and nutrition programme continues Luxembourg's support for basic and high-quality health services, especially for the most vulnerable. While the core area of maternal and child health remains at the forefront of efforts, nutrition has been added to ICP V to address the challenges of malnutrition in Laos.

In 2023, the activities of the Luxembourgish NGDO *Aide au Développement de la Santé* (ADS) in the field of cardiac surgery for children were incorporated into the bilateral health and nutrition programme in order to promote synergies and increase the efficiency and sustainability of the activities. In addition, from now on the health and nutrition programme will support the blood cold chain through the provision of medical equipment to the Lao Red Cross, which is in charge of the national blood transfusion system. Finally, the programme will also support the third edition of the Lao Statistics Bureau's Lao Social Indicator Survey.

The second major priority for Luxembourg's Development Cooperation in Laos is local development. The programme will continue to encourage participatory planning and channel programme resources toward achieving district and village priorities. The interventions selected include access to water, the construction of bridges and sanitation facilities and credit mechanisms. The programme will also assist central, provincial, district and village authorities in improving public services for the benefit of local communities. By supporting policy dialogue, the programme aims to mitigate some of the threats facing rural communities in Laos, including land insecurity, deforestation and poor educational outcomes.

In the vocational training sector, Luxembourg's Development Cooperation has traditionally focused on hospitality and tourism training. The scope of the new programme has been extended to include the agriculture and forestry sectors, in order to provide a skilled workforce to help Laos reap the benefits of these high-potential sectors in the near future.



Members of a group of farmers learn how to make organic fertilisers

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In the area of support for the rule of law, Luxembourg is assisting the Lao government in its ambition to guarantee access to justice for all and to strengthen its legal education system in order to train the next generation of professionals. An additional element aims to improve detention conditions in a number of prisons. In addition, the programme will promote good governance in many authorities and will continue to tackle certain cross-border issues, such as combating environmental crimes and trafficking in human beings or wild animals. In the context of the FATF's review of Laos, the programme also provides support for combating money laundering, seeking to limit the impact of future shocks by sharing Luxembourg's best practices in this area. A decision was finally taken, in 2023, to include inter-university cooperation in the bilateral project in order to create synergies and ensure better efficiency.

It should also be noted that the European Union and Switzerland are contributing to the financing of two ICP V programmes by delegating sizable budgets to LuxDev.

The multilateral projects are complementary to bilateral activities and focus on the same priority sectors. The most significant multilateral programme is the United Nations Joint Programme (UNJP) on reproductive, maternal, newborn, child and adolescent health, implemented by three UN agencies: the World Health Organization (WHO), the United Nations Population Fund (UNFPA) and UNICEF. Efforts to clear landmines that are remnants of the second Indochina War continue with funding of EUR 1 million for the 2022-2024 period.

Four Luxembourgish NGDOs have been active in Laos in 2023: *Appui au développement autonome*, CARE Luxembourg, Humanity and Inclusion Luxembourg and the *Fondation Caritas Luxembourg*. Their priority intervention sectors are medical services, education, vocational training, food security and agricultural production.

## ASIA

### VIETNAM

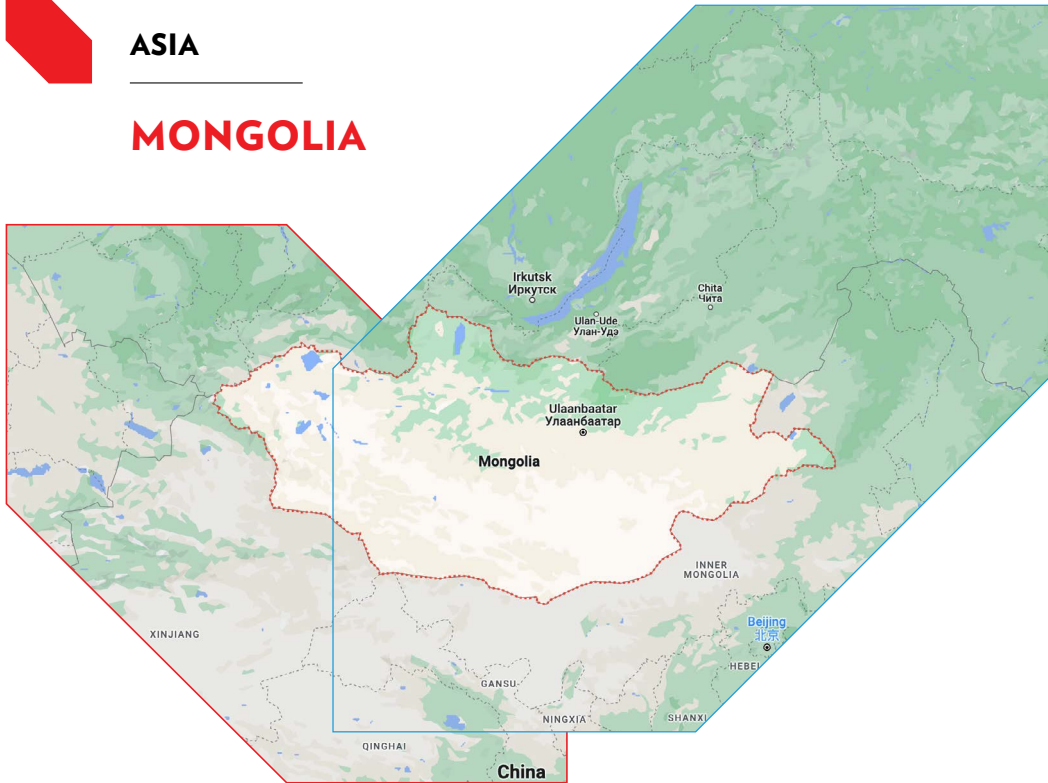


In preparation for possible joint funding from the Climate and Energy Fund (CEF) and the Green Climate Fund (GCF), a new project in Thua Thien Hue province aimed at improving the resilience of small-scale farmers, especially women, was agreed in 2023. Implemented over a two-year period by LuxDev, in partnership with Agribank and the State Bank of Vietnam, the project will focus on green growth, financial inclusion and the stimulation of climate-smart practices.

Finally, the Luxembourgish NGDO Christian Solidarity International is active in Vietnam, in the primary and secondary education sector, with a focus on children living with disabilities.

## ASIA

### MONGOLIA



A new phase of support for cardiovascular diseases, which are a priority public health issue in Mongolia, has continued since 2022 with the same partners: the Shastin Hospital/National Cardiovascular Centre (NCC) and Luxembourg's National Institute for Interventional Cardiac Surgery and Cardiology (INCCI). The implementation of the new programme will, like previous phases, again focus on supporting the ten-year State Policy on Health (2017-2026).

In 2023, one year after implementation of this project started, 750,000 people have benefited from cardiovascular risk prevention education, and the strengthening of the capacities of cardiac surgeons continues to yield concrete results: thus, the number of open-heart surgical procedures performed during the year in the country reached a total of 378, of which 91.2% were performed by surgeons from Mongolia. Digitalisation (telemedicine) is an essential component of the project in a country where 30% of the population is nomadic and where access to health services in rural areas is very unequal compared to access in urban areas.



## AFGHANISTAN



Through various channels and in an increasingly difficult context, Luxembourg continued to support the Afghan population in 2023. The decree of 24 December 2022 prohibiting women from working for national and international NGOs has made it more difficult to implement projects where women are placed on an equal footing with men, both as beneficiaries and as implementing partners.

In 2023, Luxembourg’s Development Cooperation extended its contribution to a health project set up by the Aga Kahn Foundation (AKF). The project consists of providing medical assistance to vulnerable people – mainly women, children and older people – and to prisoners, in the provinces of Badakhshan, Takhar and Baghlan. In 2023, an additional EUR 800,000 was granted to AKF to ensure the continuity of basic health services in Afghanistan, which is increasingly having difficulty in providing essential services.

At the end of 2023, Luxembourg’s Development Cooperation signed an agreement with the German NGO Kiron Open Higher Education for the project “Thrive – Enabling Access to Job Market for Young Afghan Women”, which consists of providing online vocational training courses for young Afghan women, so that they can start their own businesses. The programme also enables beneficiaries to establish contacts in the professional world. Since the courses are online, Kiron provides the necessary technical equipment for young women, which they can keep at the end of their studies.

Since June 2023, Luxembourg has also supported the NGO Front Line Defenders (FLD) in the field of protecting human rights defenders. FLD provides practical support to human rights defenders at risk through evacuation assistance, protection grants and safety advice. FLD is aimed primarily at marginalised people, who do not have the opportunity to access other protection mechanisms or other organisations. The project, which is expected to last four years, was able to benefit from a budget extension in December 2023, following the numerous atrocities on Afghan refugees who had returned from Pakistan.

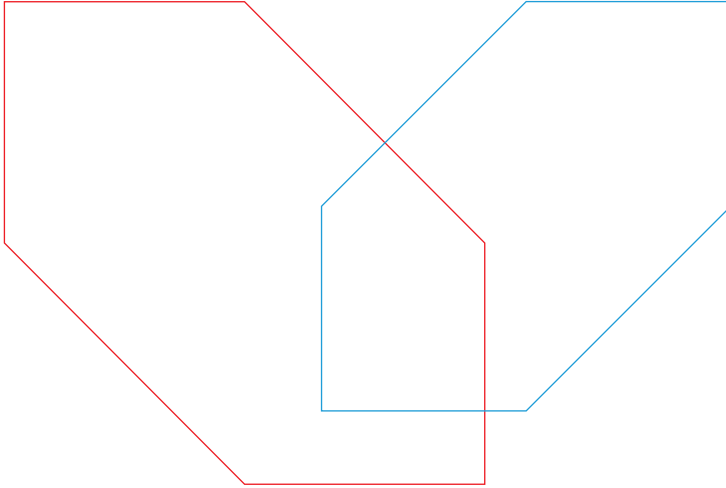
Multilaterally, Luxembourg is contributing EUR 500,000 per year until 2024 to the project “Household Food and Livelihood Security (HLFS) and Support for the Development of an Effective Extension System” by the United Nations Food and Agriculture Organization (FAO), in the area of food security, which has become increasingly fragile in Afghanistan since the Taliban took power. The project aims to reduce food insecurity among the poorest families in four districts in particular, namely Chahar Asyab, Jabal Siraj, Qarghayi and Mohammad Agha. The project involves the careful selection of means of subsistence, targeting diverse sources of income and food, and introducing technologies and practices geared towards resilience and adaptation to climate change.

Luxembourg’s Development Cooperation is also part of the Special Trust Fund for Afghanistan (STFA), alongside 11 other donor countries and 17 UN organisations. The Trust Fund was established to prevent a humanitarian disaster and the socio-economic collapse of the country, which would lead to increased instability, serious security threats and migratory flows in Afghanistan, the region and beyond. The Fund serves as an interinstitutional mechanism for donors to channel their resources and coordinate their support to the ABA-DEI strategy (Area Based Approach for Development Emergency Initiatives), implemented in collaboration with other UN agencies, funds and programmes. In 2023, Luxembourg granted an additional contribution of EUR 2 million to meet the growing needs in the country, especially those of women and girls.



## ASIA

### SOUTH-EAST ASIA



At the subregional level, in 2023 Luxembourg's Development Cooperation continued to support the Mekong River Commission (MRC), as it has done since 2011. The MRC's mandate is to ensure that the river and natural resources are properly managed, to provide a favourable economic environment and socially just development, while protecting the environment.

Luxembourg, in cooperation with Switzerland and Germany, has also continued to implement the third phase of the Mekong Region Land Governance (MRLG) subregional project. Through support for the development of laws and legal remedies, the project aims to enable small-scale farmers, especially those from ethnic minorities, to have sustainable and equitable access to and control over their agricultural and forest lands. The project thus contributes to improved policies and practices implemented in Laos, Cambodia, Myanmar and Vietnam, supported by regional platforms.

In 2013, Luxembourg's Development Cooperation co-founded the Universe Health Coverage Partnership (UHC-P), and is one of the nine donors to the body.

Its secretariat is hosted by the World Health Organization (WHO). UHC-P's aim is to support beneficiary countries to achieve universal health coverage, i.e. access to high-quality health services that are affordable for all.

Since 2017, Luxembourg has supported the promotion of inclusive finance. Thus, through the Responsible Inclusive Finance Facility (RIFF-SEA), the Social Performance Task Force (SPTF) continues to support microfinance institutions in Laos, Cambodia, Indonesia, the Philippines and Vietnam in managing their social and environmental performance. RIFF-SEA offers co-financing and training in social performance management, with the aim of raising awareness among regulators, investors and microfinance institutions to ensure that financial services in the region protect and benefit low-income clients.

In Myanmar, in view of the ongoing political crisis, support for multilateral humanitarian projects continued in 2023. Thus, Luxembourg's Development Cooperation is assisting the Office of the United Nations High Commissioner for Human Rights to support Myanmar's civil society in preventing human rights violations and strengthening accountability measures.

Luxembourg is also positioning itself as a key partner in the "Building Federal Democracy in Myanmar" programme (2023-2024), which seeks to establish a new constitutional framework in Myanmar, by establishing effective and accountable institutions and by promoting inclusive and participatory governance at all levels. Since 1 December 2023, Luxembourg has held the annual Presidency of International IDEA's Council of Member States.

## OCCUPIED PALESTINIAN TERRITORIES



Although the security and political situation in the Occupied Palestinian Territories is known to be volatile and complex, 2023 saw a particularly high number of crises in the northern West Bank as well as the large-scale humanitarian crisis in the Gaza Strip, following the attack by Hamas on Israel on 7 October.

The crisis in the Gaza Strip has led to the temporary cessation of development project activities in this part of the OPT, but has also resulted in an increase in humanitarian contributions from Luxembourg. Luxembourg allocated a total of EUR 14.8 million to the OPT in 2023 (including all types of aid). This amount is the highest contribution from Luxembourg for the OPT since 2011.

In terms of partnerships, Luxembourg has continued its support for civil society actors through multiannual partnership agreements with the Palestinian Agricultural Development Association (PARC), an NGO working to strengthen sustainable livelihoods and economic inclusion in rural communities, the NGO Palestinian Medical Relief Society (PMRS), an organisation active in the sector of women's reproductive health, the NGO Teacher Creativity Center (TCC), which works in the area of training in psychosocial support for teachers in Palestinian schools, as well as with the NGO Coalition for Accountability and Integrity (AMAN), working in the area of transparency and inclusive governance.

In 2023, Luxembourg added new support to the Alliance for Financial Inclusion (AFI) project in inclusive and digital finance, whose local partner is the Palestinian Monetary Authority. The project covers a two-year period (2023-2025).



## EUROPE

## KOSOVO



In July 2022, Minister Franz Fayot signed a new cooperation agreement with a budget of EUR 35 million for the 2023-2025 period, with a strategic vision to diversify bilateral relations, increasing the involvement of the private and research sectors of both countries. In addition to the traditional sectors, such as health, vocational training and support for civil society, the cooperation agreement covers more innovative areas, including digital transformation and renewable energies. The new programmes were presented in the framework of a feedback workshop in Pristina in July 2023 and were officially launched in autumn 2023.

LuxDev is implementing the programme “Skills for Sustainable Jobs” to promote sustainable economic growth, full and productive employment and decent work for all through vocational education and training.



The bilateral programme “Sustainable and Inclusive Growth” focuses on supporting the establishment of an Innovation Fund and a Sovereign Wealth Fund. In addition, the project provides support for digital transformation as well as capacity building in the area of cybersecurity in the public administration. In the same field of intervention, Luxembourg’s Development Cooperation is supporting the United Nations Development Programme (UNDP) “Creative Industries Kosovo”, to contribute to the development of an environment that will foster the growth of the creative economy.

In the field of energy transition, LuxDev is overseeing the “Energy Transition and Climate Change Mitigation” programme, aimed at supporting the transition to renewable energies and supporting the development and adoption of climate change mitigation measures, to promote Kosovo’s sustainable and inclusive socio-economic development. Luxembourg’s Development Cooperation is also co-financing, together with Germany, a KfW programme to adapt Pristina’s existing urban infrastructure system.

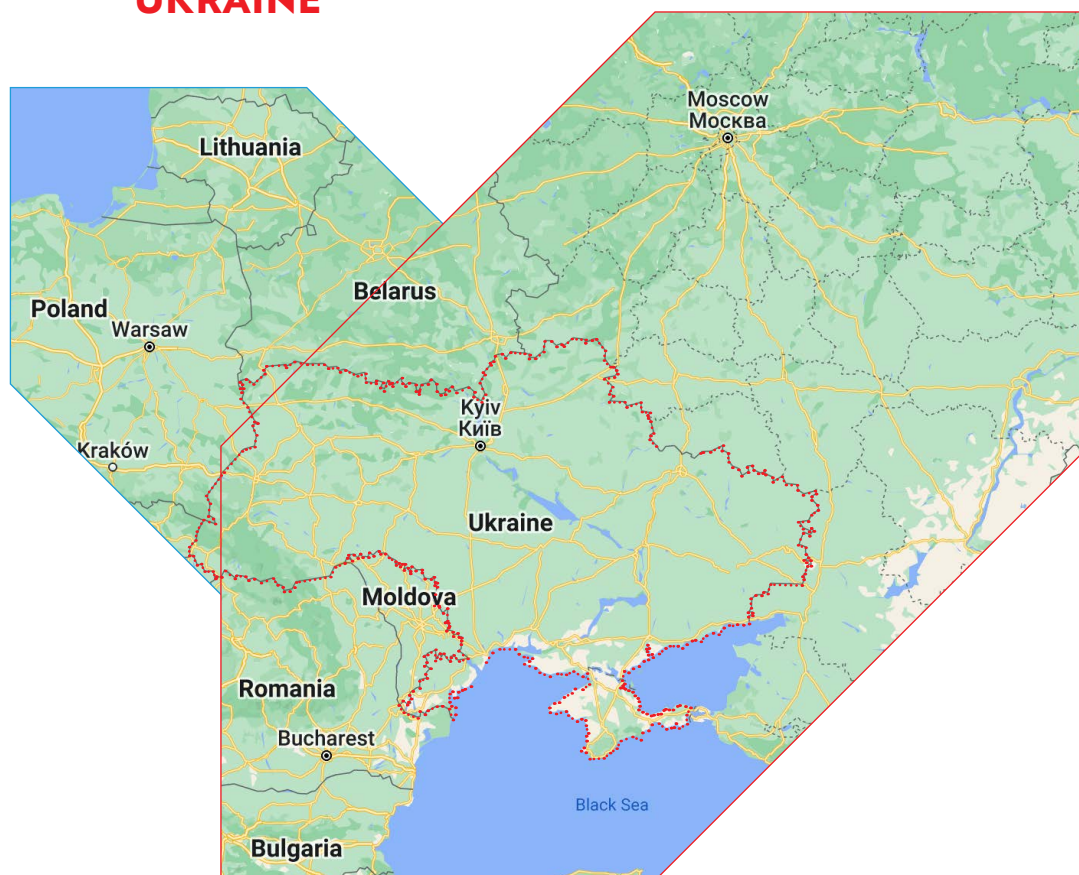
The bilateral programme “Innovative Health Services” seeks to support the implementation of strategic priorities and the reform of the health system by consolidating interventions in the sector to date and providing new and more innovative support to the Ministry of Health. In addition, Luxembourg’s Development Cooperation is also supporting the UNDP, the World Health Organization (WHO) and UNICEF in the implementation of programmes on environment-related and early childhood illnesses.

An additional bilateral programme provides support to civil society organisations in three areas of intervention, namely the economic and social empowerment of women, the promotion of the social and economic inclusion of minorities and marginalised groups, and independent media. Luxembourg’s Development Cooperation is also supporting the Kosovo Luxembourg Foundation, which aims to contribute to poverty reduction in targeted municipalities in the north and south of Kosovo, by supporting individuals and small family businesses through training, financial support and the creation of partnerships.

Study visit to the General Hospital of Isola

## EUROPE

### UKRAINE



In 2023, Russia's invasion of Ukraine continued to inflict immense human suffering and to destroy infrastructure on a staggering scale. In view of the significant reconstruction needs, Luxembourg's Development Cooperation has endeavoured to strengthen its commitment to the country's recovery. It was against that background that Minister Franz Fayot made a working visit to Ukraine in September 2023, where he had the opportunity to meet with Yuliia Svyrydenko, Ukraine's First Deputy Prime Minister and Minister of the Economy, Oleksandr Kubrakov, Ukraine's Deputy Prime Minister for Restoration and Minister for Communities, Territories and Infrastructure Development, and Serhiy Marchenko, Ukraine's Minister of Finance. In addition to meeting with the three ministers, Minister Fayot made a field visit to the landmine clearance site of the humanitarian NGO Halo Trust, which has been supported by Luxembourg's Development Cooperation since 2022.

In October 2023, Luxembourg's Development Cooperation asked LuxDev to identify regional and sectoral cooperation support that is aligned with

reconstruction needs in Ukraine. While the support is currently being developed, the plans are to provide assistance to the education, training and labour market integration sector, as well as the private sector, in the Kryvyi Rih region. At the end of December 2023, Luxembourg's Development Cooperation decided to provide support to the Business Development Fund (BDF), a public financial institution, in order to facilitate access to bank financing for micro, small and medium-sized enterprises.

Multilaterally, Luxembourg has provided financial support to an FAO agricultural rehabilitation and recovery project and is supporting a UNICEF reconstruction project, which aims to provide remedial learning opportunities for children who have fallen behind due to extended school closures. In addition, Luxembourg's Development Cooperation has supported the Ukraine Community Recovery Fund, managed by the office of the United Nations Resident Coordinator in Ukraine, which will enable the various UN agencies to implement coordinated reconstruction projects.

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In the field of inclusive finance, since December 2023 Luxembourg has been supporting the Luxembourg House of Financial Technology (LHoFT) to help Ukrainian fintech companies achieve their financial inclusion goals. In addition, Luxembourg has decided to mobilise the *Agence de Transfert de Technologie Financière* (ATTF) in order to provide additional training support in the banking and financial field in Ukraine.

In view of the precarious humanitarian situation, financial humanitarian aid amounted to more than EUR 5.5 million in 2023, both through humanitarian NGOs, the International Red Cross and Red Crescent movement and UN agencies, and also through the Ukrainian government's "Grain from Ukraine" initiative

which, in cooperation with the World Food Programme (WFP), aims to enable Ukraine to maintain its key role as a guarantor of global food security. In addition, Luxembourg's Development Cooperation provided 100 generators to Ukraine to support the country's preparations for the winter season.

In total, since the beginning of Russia's invasion of Ukraine in February 2022, Luxembourg has contributed humanitarian financial contributions worth around EUR 13.4 million, as well as EUR 10.3 million in support of the country's recovery. In addition, in-kind support, including the provision of communications equipment and donations of medical and fire-fighting equipment, totalled an estimated EUR 5.3 million.



## MULTILATERAL COOPERATION

Luxembourg's foreign policy attaches particular importance to the multilateral system in the implementation of its development cooperation strategy. About 30% of the official development assistance budget per year is earmarked to support the programmes and projects of multilateral organisations in order to contribute to the implementation of the 17 Sustainable Development Goals (SDGs) set out in the United Nations Agenda 2030.

Strategic partnership agreements link Luxembourg's Development Cooperation with the largest multi-stakeholder organisations, which are mainly based in New York and Geneva. Annual consultations are held to follow up on these various partnerships and to maintain a dialogue on their priorities and strategies, activities and results in the field. In 2023, Luxembourg welcomed UNICEF, UN Women, the United Nations Population Fund (UNFPA) and the United Nations Development Programme (UNDP) to Luxembourg and met with the United Nations Capital Development Fund (UNCDF) in New York, as well as the World Health Organization (WHO), UNAIDS and the International Labour Organization (ILO) in Geneva.

In March 2023, Luxembourg participated in the fifth Conference on the Least Developed Countries (LDCs) in Doha, Qatar, highlighting its long-standing commitment to the most vulnerable people in the international community.



Throughout the year, high-level exchanges took place with various agencies. In July 2023, Minister Franz Fayot travelled to Rome for a working visit, where he was able to discuss the efforts required to combat hunger with Qu Dongyu, Director-General of the United Nations Food and Agriculture Organization (FAO), Alvaro Lario, IFAD President, and Cindy McCain, Executive Director of the Food Programme (WFP). Minister Franz Fayot also had the opportunity to participate in the "UN Food Systems Stocktaking Moment", underlining the central role that food system transformations have in overall progress on the Sustainable Development Goals, and underlining Luxembourg Development Cooperation's commitments in this area.

In September 2023, the Sustainable Development Goals Summit was also held. This takes place every four years at the level of Heads of State and Government. Held mid-way through the implementation of the 2030 Agenda, the 2023 Summit was an opportunity both to take stock of the implementation of the SDGs and to begin a new phase of accelerating their achievement. Luxembourg's Development Cooperation was represented by Minister Franz Fayot, who attended the summit's opening session and delivered a speech at the Leaders' Dialogue 3, on the role of science, technology, innovation and data. In his speech, he called for the introduction of new indicators to measure prosperity and growth, stressing the importance of including social, environmental and subjective well-being targets.

While at the SDG Summit, Minister Franz Fayot met with Tedros Adhanom Ghebreyesus, Director-General of the World Health Organization (WHO). At the meeting an additional financial contribution of EUR 1 million for 2023 was announced, and an amendment to the Strategic Framework Agreement was signed, extending its implementation from 1 January 2024 to 31 December 2024, with the same annual financial amount and the same financial allocations (EUR 7.15 million per year). The amendment makes it possible to align the next partnership agreement (2025-2028) with the WHO to the WHO's 14th General Programme of Work (2025-2028). The programme's priorities and investment needs will be negotiated in 2024 to ensure sustainable funding of the WHO budget. In the framework of its partnership with the WHO, Luxembourg's Development Cooperation has maintained its commitments to the partnership on universal health coverage, and has supported the WHO's special programme to combat tropical diseases linked to poverty (Tropical Disease Research), and the Global Polio Eradication Initiative (GPEI), whose term as co-chair of the Polio Partners Group (PPG), carried out by Luxembourg's ambassador in Geneva, ended in December 2023.



Following the swearing-in of the new government on 17 November 2023 and as part of his first working visit to Geneva in December 2023, Minister Xavier Bettel exchanged views with Tedros Adhanom Ghebreyesus, Director-General of the WHO. During this meeting, the Minister pointed to the importance attached by Luxembourg to the negotiations on the international agreement on pandemic prevention, preparedness and response, through European participation. Minister Xavier Bettel also met with Winnie Byanyima, executive director of the Joint United Nations Programme on HIV/AIDS (UNAIDS). During their meeting, Minister Xavier Bettel reiterated Luxembourg's ongoing support and underlined the leading role of UNAIDS in the response to HIV/AIDS and in combating discrimination in situations where anti-LGBTIQ movements were becoming increasingly strong, putting people from key populations particularly vulnerable to HIV at an increased risk of having their access to prevention, testing and care services restricted.

In December 2023, the fourth and final session of the consultation on the 13th replenishment of the resources of the International Fund for Agricultural Development (IFAD) was held in Paris with the objective of replenishing IFAD's core resources to support more than 100 million women, men, young people and marginalised people in rural areas. Stressing the need to invest more in rural prosperity and resilience to enhance food security, Luxembourg pledged to contribute EUR 4.5 million to IFAD's core resources for the 2025-2027 period.

In view of the importance attached to human rights, Luxembourg's Development Cooperation has allocated an additional contribution of EUR 1 million to the United Nations Voluntary Fund for Technical Cooperation in the Field of Human Rights. In addition, Luxembourg's Development Cooperation has provided

financial support of EUR 400,000 to the Office of the High Commissioner for Human Rights (OHCHR) in the Occupied Palestinian Territories (OPT) as well as support of EUR 300,000 for activities in East Africa, to support the promotion and protection of human rights.

In terms of funding, in accordance with the 2019 United Nations funding compact Luxembourg's Development Cooperation has undertaken to earmark at least one third of its financial contributions to the core (non-earmarked) resources feeding into the budgets of the organisations in the United Nations system. This commitment ensures the predictability and flexibility of financial resources available to the multilateral organisations, enabling them to programme development aid policies more efficiently and sustainably.

The rest of the contributions are divided into thematic contributions and contributions to specific projects and programmes, known as "multi-bi", for the most part implemented in Luxembourg's partner countries.

In 2023, new multi-bi projects were concluded with the ILO in Cabo Verde and Rwanda, with the UNDP in Ethiopia, with UNFPA in Benin, Mali, Burkina Faso and Mongolia, and with UNICEF in Syria, Jordan and Kosovo. In addition, Luxembourg's Development Cooperation has decided to support joint initiatives, such as a programme implemented jointly by UN Women, UNFPA and UNHCR in Brazil, and a programme implemented jointly by UNDP and UN Habitat in Cabo Verde.

In light of the destruction on a staggering scale caused by Russia's invasion of Ukraine, the multilateral cooperation department has also renewed its commitment to Ukraine's recovery through a series of new multi-bi projects, which includes an FAO agricultural rehabilitation project, a UNICEF school project for children who have fallen behind and a contribution to the Ukraine Recovery Fund.

Luxembourg's Development Cooperation also works within in the governing bodies of multilateral development organisations, sitting, for example, on their administrative boards, thematic fund committees or on project steering committees. Luxembourg's Development Cooperation is also participating in ongoing efforts to reform the international development system.

Thus, the health, social and economic consequences of the COVID-19 pandemic have led multilateral actors to rethink the global health system, in order to better take into account the interdependencies of global health issues with the consequences of climate change, the human rights situation and economic and humanitarian crises when formulating their strategic orientations, in



order to strengthen health systems and prepare them for future health crises.

In that context, the multilateral department is working, for example, with multilateral organisations with a primary mandate of global health, such as the WHO, UNAIDS, Gavi, the Vaccine Alliance, the Global Fund to Fight AIDS, Tuberculosis and Malaria and the Coalition for Epidemic Preparedness Innovations (CEPI).

Continuing its long-standing commitment to combating endemic diseases, Luxembourg's Development Cooperation is sitting for the first time on the Board of the Global Fund to Fight AIDS, Tuberculosis and Malaria, from July 2023 to July 2025. The Global Fund to Fight AIDS, Tuberculosis and Malaria is the world's leading provider of global health grants to 126 recipient countries, with more than USD 60.3 billion disbursed between 2002 and the end of June 2023 to fight these three diseases.

In addition, in 2023, Luxembourg provided 123,840 doses of Pfizer vaccine via the COVAX mechanism, as part of the fight against COVID-19. Following the WHO's announcement in May 2023 that the COVID-19 virus no longer constitutes an international public health emergency, the COVAX mechanism ended on 31 December 2023. It will have delivered nearly 2 billion doses of vaccines to 146 economies between 2021 and 2023.

In addition, Luxembourg's Development Cooperation also participated for the first time in the Global Vaccine Impact Conference, halfway through the 2021-2025 strategic period of Gavi, the Vaccine Alliance, in Madrid in June 2023. The conference brought together nearly 300 participants, including international organisations, Gavi donors, the private sector, private foundations and recipient countries, to take stock of the state of global child immunisation in developing countries, especially after the COVID-19 pandemic. The COVID-19 pandemic deprived millions of children of vaccines and thus delayed progress in terms of immunisation coverage for children, exposing a whole generation to diseases that can be prevented through vaccination.

Since universal health coverage (UHC) is a priority for Luxembourg's Development Cooperation, a contribution of EUR 300,000 has been allocated to the UHC2030 platform, which aims to coordinate global advocacy to promote health systems strengthening, in order to support it in the context of the adoption of the Political Declaration on Universal Health Coverage by the United Nations General Assembly in September 2023.

Finally, a series of additional contributions to the core budgets of various United Nations entities, including UNICEF, UNFPA, UNAIDS, the WHO, the Global Fund to Fight AIDS, Tuberculosis and Malaria and the Joint SDG Fund, were added to the contributions set out in the strategic partnership frameworks in 2023.



## EUROPEAN UNION

The negotiations that started in September 2018 to reach a “post-Cotonou” agreement were concluded in the Council on 20 July 2023. Thus, on 15 November 2023, the European Union (EU) and its Member States signed the new partnership agreement with the members of the Organisation of African, Caribbean and Pacific States (OACPS), which will now constitute the overarching legal framework for their relations over the next 20 years. The successor to the Cotonou Agreement, the “Samoa Agreement” aims to strengthen the capacity of the EU and African, Caribbean and Pacific (ACP) countries to jointly address global challenges together, by laying down common principles covering six priority areas, notably (i) democracy and human rights; (ii) sustainable economic growth and development; (iii) climate change; (iv) human and social development; (v) peace and security; and (vi) migration and mobility.

The Council continued to follow up on the new “Neighbourhood, Development and International Cooperation Instrument – Global Europe” (NDICI), which has an overall financial envelope of EUR 79.5 billion for the 2021-2027 period. Luxembourg argued in favour of maintaining a significant proportion of the external budget for official development assistance (ODA), and in particular for the least developed countries.

Outside the developing countries, the EU continued to show solidarity with Ukraine. The European Commission has allocated EUR 785 million to the financing of humanitarian aid programmes in Ukraine. In addition, 98,000 tonnes of in-kind assistance, valued at more than EUR 796 million, were provided to Ukraine by Member States and EU partners through the EU Civil Protection Mechanism. In terms of reconstruction, in June 2023 the Commission proposed to establish a “Facility for Ukraine” with a budget of EUR 50 billion over a four-year period (2024-2027) to support Ukraine's efforts to maintain macro-financial stability, promote recovery and modernise.

As a priority of the Swedish Presidency, the EU Council adopted conclusions on corruption as an obstacle to development. The Spanish Presidency of the Council of the EU from July to December 2023 focused on a just social, ecological and digital transition, welcomed by Luxembourg, which stressed in this regard the importance of ODA. In addition, the Council succeeded in adopting conclusions on the “Team Europe” approach, where Luxembourg is committed to a flexible and proactive application. The Council also adopted conclusions on the special report of the European Court of Auditors on the Spotlight initiative to eliminate violence against women and girls, as well as conclusions on the special report of the European Court of Auditors on Programming the Neighbourhood, Development and International Cooperation Instrument – Global Europe.

The implementation of the new Global Gateway development strategy has also progressed, not least with the publication of the first list of flagship projects for 2023 in five priority areas, namely transport, digitisation, climate and energy, health and education and research. Luxembourg has worked throughout the year on strengthening the human development aspect of this new investment strategy. The Global Gateway strategy seeks to go beyond traditional development cooperation by trying to align European strategic interests with the interests of Europe’s partners. Thus, the external investment strategy actively seeks to do more to incorporate the private sector, with the aim of broadening the financing bases of its external action. To that end, in 2023 the European Commission created the Global Gateway Business Advisory Board, made up of representatives of the European private sector responsible for advising the Commission on strategy in the implementation of the Global Gateway.

In October 2023, the Commission organised the first Global Gateway Forum at the level of Heads of State and Government, which was a great success and demonstrated the interest of partner countries in partnering with the EU in the above-mentioned areas. Luxembourg was represented by Xavier Bettel, who stressed in his speech the importance of partnerships and fair access to the benefits of digitalisation. Luxembourg actively contributes to the implementation of the Global Gateway through its participation in various Team Europe initiatives (TEIs), particularly in the fields of education and research, while respecting the principle of untied aid and ensuring that development cooperation continues to be directed toward the most disadvantaged groups, particularly in the least developed countries.

In the framework of the European Union – Community of Latin American and Caribbean States (CELAC) Summit, held from 17 to 18 July in Brussels, leaders from both communities adopted an investment agenda under the Global Gateway, identifying fair green and digital investment opportunities in Latin America and the Caribbean.





With regard to the awareness-raising and development education component (SENS/ED) in Luxembourg, 15 multiannual framework agreements (2022-2024) were supported and 12 annual projects received subsidies from the Ministry. The two projects Rethink Your Clothes and CITIM, which have been funded since 2022, expire at the end of 2024. The Ministry decided, starting 1 January 2024, to extend the duration of the SENS/ED framework agreements from three to four years and to harmonise the co-financing rate at 80% for SENS/ED subsidies. The review of the methodology applied to grant applications in the field of SENS/ED in Luxembourg is in progress. The new methodology will be targeted towards impact measurement and will be more suited to the SENS/ED work by Luxembourg's NGOs.



## NON-GOVERNMENTAL ORGANISATIONS



## NON-GOVERNMENTAL ORGANISATIONS

Luxembourg's Development Cooperation attaches considerable importance to the role and activities of non-governmental development organisations (NGDOs). In 2023, 91 non-profit associations or foundations had ministerial approval from the Ministry, giving them the status of NGDOs. During 2023, 24 multiannual development framework agreements were co-financed. In addition, 29 new development projects were supported following the two calls for proposals launched by the Ministry.

Following the conclusions of the FATF mutual evaluation report, and in particular recommendation 8, the Ministry decided to use the expertise of an external consultant to develop a tool to deliver a risk-based approach for accredited NGDOs. The tool will consist of proportionate risk-based supervision on the one hand and measures to mitigate risk, on the other. It should be recalled that recommendation 8 aims to ensure that non-profit organisations (NPOs) are not exploited by terrorist organisations seeking to (i) present themselves as legitimate entities; (ii) exploit NPOs for the purpose of financing terrorism, including in order to circumvent asset-freezing measures; and (iii) conceal or obscure the clandestine diversion of funds intended for legitimate purposes but diverted to terrorist aims. At the end of 2023, a questionnaire was sent to all accredited NGDOs to obtain an initial analysis of the risks of terrorist financing in the sector.

The Ministry continued in 2023 to work in collaboration with the *Cercle de coopération* on the self-help guide for NGDOs, which gives them tools to prevent, detect and deal with cases of sexual exploitation and abuse and harassment that may arise within their organisations in Luxembourg and within partner organisations. The guide is currently being finalised.



## **INCLUSIVE FINANCE, PRIVATE SECTOR, DIGITAL4DEVELOPMENT**



### **INCLUSIVE AND INNOVATIVE FINANCE**

By capitalising on Luxembourg's expertise as world leader in finance and by adopting integrated local development approaches, Luxembourg's Development Cooperation aims, in the long term, to eradicate poverty and implement the sustainable development goals (SDGs) through inclusive and innovative finance.

Leveraging new financial tools, innovative financing is a diversified set of financial solutions and mechanisms that create effective ways to channel both private money from financial markets and public resources to solving development problems.

In 2023, the Directorate for Development Cooperation and Humanitarian Affairs significantly expanded its activities in the capital markets with the signing of a memorandum of understanding with the Luxembourg Stock Exchange, with the aim of facilitating the development of inclusive and innovative finance activities in the context of development cooperation. This memorandum of understanding follows the co-financing of a technical assistance programme for bond issues of the Global Green Growth Institute (GGGI) in conjunction with the Ministry of the Environment, Climate and Biodiversity and the Ministry of Finance.

In 2023, Luxembourg's Development Cooperation also continued its support to various players active in inclusive and innovative finance.

A new three-year agreement has been signed with the Alliance for Financial Inclusion (AFI), a global network of around 100 financial sector regulators, whose European secretariat is based in Luxembourg.

In partnership with the Ministry of Finance, Luxembourg's Development Cooperation has renewed its commitment to the Financial Inclusion Fund (FIF) with the European Investment Bank (EIB). This multi-donor fund supports African microfinance institutions (MFIs) to tailor their services to the needs of their customers, particularly young entrepreneurs, and to mobilise the resources needed to refinance the sector.

The year 2023 also featured the European Microfinance Week, an annual fixture for experts in the sector, which took place from 15 to 17 November 2023. It was organised by the European Microfinance Platform (e-MFP) and the Inclusive Finance Network Luxembourg ASBL (InFiNe.lu), with the support of the Directorate for Development Cooperation and Humanitarian Affairs. On 16 November 2023, at a ceremony chaired by H.R.H. the Grand Duchess at the EIB, the European Microfinance Award was presented to Yikri, an MFI in Burkina Faso, in recognition of its efforts in the field of financial inclusion for food security and nutrition.

Another flagship event was the African Microfinance Week (SAM), organised by the NGO ADA jointly with the Directorate for Development Cooperation and Humanitarian Affairs and the Togolese Government in Lomé from 16 to 20 October, with more than 1,000 participants. The theme of this sixth edition was inclusive and sustainable finance. For example, the conference focused on the role that inclusive finance can play not only in reducing risks and vulnerabilities, but also in supporting the transition to a green economy that is resilient to climate change.



## COOPERATION WITH THE PRIVATE SECTOR

Since the 2015 Addis Ababa Action Agenda on Financing for Development, it has been widely recognised that it is essential to mobilise the private sector in order to help implement the sustainable development goals (SDGs) globally. It is with this in mind that the formation of a closer relationship between Luxembourg's Development Cooperation and private sector operators continues to be encouraged, with the specific aim of identifying innovative solutions and making them available to help achieve development objectives in developing countries. All the initiatives in this framework place a central focus on the responsible conduct of businesses in relation to human rights and compliance with environmental criteria, as well as the principle of untied aid.

In 2023 the Directorate for Development Cooperation and Humanitarian Affairs launched a new global project that includes three co-financing instruments, targeting companies at different stages of maturity, which offer solutions aimed at achieving the SDGs more quickly. The first instrument, the LuxAid Challenge Fund, targets new, innovative and high-impact companies that offer solutions to a specific development challenge identified in one of Luxembourg Development Cooperation's partner countries. A first call for this instrument was launched at the end of 2023 simultaneously in Senegal, Mali and Burkina Faso, targeting innovative young companies in the fields of food security and distance learning.

The second instrument, the LuxAid Demonstration Fund, targets businesses in three pilot countries: Senegal, Rwanda and Kosovo. This instrument is aimed at more mature businesses and focuses on scaling up an innovative solution that has been tested on a smaller scale and whose impact has been proven. A first selection of three businesses took place in 2023, in Rwanda, in the fields of alternative protein production, land regeneration and agroforestry. Finally, under the Business Partnership Facility, an instrument which has existed since 2016 and which encourages partnerships between Luxembourg businesses and businesses in developing countries, there were two calls for projects in 2023 and eight projects were financed. The fields involved included carbon credits, connectivity, pharmaceutical logistics and media development.



It should be noted that business due diligence plays a central role in the financing of these projects; the outcomes of the interventions and the award of funds are conditional on specific commitments relating to respect for human rights and environmental criteria. In that context, dialogue continued in 2023 with the Luxembourg national contact point for the OECD Guidelines for Multinational Enterprises, which also supported LuxDev to implement an ambitious approach in terms of due diligence in these new instruments. In general, the Directorate for Development Cooperation and Humanitarian Affairs has continued to follow the work of the "Enterprises and Human Rights" working group, responsible for implementing and monitoring the second national action plan on business and human rights (2nd NAP).

In addition, on 1 June 2023 Luxembourg signed the Joint Declaration on Living Income and Living Wages, together with the Netherlands, Germany and Belgium. The declaration proposes a number of specific actions such as dialogue between consumer and producer countries on adequate wages and minimum incomes, support for the International Labour Organization (ILO) to develop international definitions and indicators, and support for social dialogue in developing countries.

Multilaterally, in 2023 Luxembourg's Development Cooperation has continued to support the Enhanced Integrated Framework (EIF), a multi-donor programme in the field of assistance for trade, directly linked to the World Trade Organization (WTO). The programme aims to provide specific support to the least developed countries to enable them to play a more active role in the global trade system.



## DIGITAL FOR DEVELOPMENT (D4D)

In 2023 Luxembourg's Development Cooperation continued its commitment to mobilising more partnerships, adopting innovative approaches and taking advantage of innovative instruments in areas where Luxembourg has expertise at national level, in particular in the financial services sector, information and communication technologies (ICT) and cybersecurity. Thus, Luxembourg's Development Cooperation has strengthened its collaboration with the Luxembourg House of Cybersecurity, signing a memorandum of understanding in July 2023.

The new project, formalised in 2023 and entitled "Information and Communication Technology Policy and Regulation – Institutional Strengthening (iPRIS)", carried out by partners including the Luxembourg Institute of Regulation and Luxembourg's Development Cooperation, together with the Swedish cooperation agency and the European Commission, is an example of using Luxembourg's expertise in developing countries. iPRIS is a project that aims to improve meaningful, inclusive and sustainable connectivity in sub-Saharan Africa by strengthening the capacity of national regulatory institutes (NRIs) to implement strategic projects.

Furthermore, in 2023, Luxembourg's Development Cooperation maintained its commitment within the European Commission's Digital for Development Hub (D4D Hub), promoting the alignment of EU digital initiatives to increase their impact. This strategic multi-stakeholder platform promotes new interna-



tional partnerships in the field of digital transformation between the EU and partner countries, particularly in Africa. The shared aim is a human-centric approach to digital training: facilitating multi-stakeholder partnerships, sharing expertise and encouraging investments from various European and global partners. In this context, Luxembourg's Development Cooperation is actively contributing to activities within the Africa branch as well as to the cyberspace working group, which Luxembourg co-chairs together with France and the European Commission.

In this context, Luxembourg has also continued its commitment within the African Union-European Union (AU-EU) D4D Hub. Implemented by five European development agencies, including LuxDev, and with EUR 8 million under European funding, this project aims to help bridge the digital divide, including the gender divide, and to use digital innovations to foster sustainable and inclusive development in Africa. The AU-EU D4D Hub also benefits Luxembourg Development Cooperation's partner countries, including Cabo Verde.

In 2023 Luxembourg continued its commitment to the Global Forum on Cyber Expertise (GFCE), which it joined in 2021. The purpose of this multi-stakeholder platform is to build capacity and expertise in cybersecurity, by facilitating international collaboration. The Forum has more than 115 members and partners, including governments, international organisations and other civil society and private-sector operators, as well as the academic community. Luxembourg also joined the EU CyberNet network in May 2023. EU CyberNet is establishing a network and a learning platform to strengthen cybersecurity capabilities globally. EU CyberNet also contributes to the development and implementation of EU policies toward partner countries in the area of cybersecurity.

Luxembourg Development Cooperation's D4D projects focus on modernising public administrations, developing digital financial services, strengthening core competences and building capacity in cybersecurity. The International Committee of the Red Cross (ICRC) inaugurated its delegation for cyberspace in November 2022, and its work constitutes an important contribution in the field of cybersecurity.

Efforts to mainstream these areas in a cross-cutting manner in bilateral and multilateral programmes as well as in humanitarian action will continue beyond 2023.



## SCIENTIFIC RESEARCH AND COOPERATION

In 2023, the Directorate for Development Cooperation and Humanitarian Affairs continued its efforts to find specific areas for its collaboration with the research ecosystem in Luxembourg through collaborations and joint projects. In this context, Luxembourg's Development Cooperation systematically supports the development of capacities and expertise both in Luxembourg and in the developing countries, and works both to strengthen existing institutional ties and to build new partnerships with the academic and scientific world.

For example, the Directorate for Development Cooperation and Humanitarian Affairs and the National Research Fund (FNR) set up a joint instrument called LuxAid BRIDGES in 2023, which finances innovative research projects between Luxembourg researchers and partners in developing countries through annual calls for projects. The total financial envelope is EUR 5.5 million over a period of five years, with a first call launched in September 2023, which will finance up to four research projects.

In line with its "Road to 2030" strategy, the Directorate for Development Cooperation and Humanitarian Affairs has also pursued its aim of extending its support to the academic world and supporting the development of research capacities and expertise in the field of international development cooperation. The aim is to contribute to the creation of expertise in Luxembourg that can provide analyses of Luxembourg Development Cooperation's policies, with the specific aim of supporting the effective design and implementation of its programmes. It is with this in mind that the impact assessment unit for development cooperation policies, created in 2022 with funding from Luxembourg's Development Cooperation and housed at the Luxembourg Institute of Socio-Economic Research (LISER), continued its work in 2023.

In addition, a memorandum of understanding (MoU) was signed on 19 April 2023 with the Luxembourg Institute of Science and Technology (LIST), in order to establish a framework for the development of Luxembourg's expertise in the fields of research on the issues and objectives of Luxembourg's Development Cooperation. Initial avenues of collaboration have been identified in the field of earth observation technologies in humanitarian and development contexts.

Finally, in 2023, together with the NGO *Appui au développement autonome* (ADA), the Ministry continued its financial support to the ADA Chair at the University of Luxembourg's Faculty of Law, Economics and Finance. The Chair works on research in European and financial law with a particular emphasis on all aspects of inclusive and innovative finance and fintech. The Chair organises the annual certification of professionals in the sector through the Certificate in Law and Regulation of Inclusive Finance, organises conferences on relevant topics relating to financial law and inclusive finance, publishes high-quality research in the field of financial law and inclusive finance and participates in national, European and international conferences.



## SPACE FOR DEVELOPMENT

Collaboration with stakeholders in the space sector is another important aspect where Luxembourg's expertise is used for development. Exchanges with various players in the private sector and in research continued in 2023, regarding the potential of space technologies able to directly support the implementation of development cooperation projects, access to space in developing countries and capacity building, as well as the deployment of space technologies such as in the context of earth observation. In this context, an ongoing dialogue has been conducted with the Luxembourg Space Agency (LSA) to explore avenues for collaboration.

Luxembourg provided expertise through the Space Law for New Space Actors project, implemented through the United Nations Office for Outer Space Affairs (UNOOSA); the project came to an end in 2023. Another practical application of Space for Development is emergency.lu, a platform that uses, among other things, satellite technologies to restore communication in the event of disasters. In addition, in 2023 the Business Partnership Facility financed a project by a Luxembourg company active in the field of earth observation, targeting the development of a certification system for carbon credits in Cameroon.





**HUMANITARIAN  
ACTION**



## HUMANITARIAN ACTION

In 2023, the Directorate for Development Cooperation and Humanitarian Affairs allocated a total budget of EUR 99.78 million to humanitarian interventions.

The year 2023 saw not only a continuation of hostilities in Ukraine, or even a strengthening of Russia's military campaign against Ukrainian civilian infrastructure toward the end of the year, but also new conflicts such as those in the Occupied Palestinian Territories and Sudan. The war between Israel and Hamas has set a tragic record, with the largest ever number of aid workers killed in just a few months. Sudan, for its part, has faced the largest ever wave of internally displaced persons in the world.

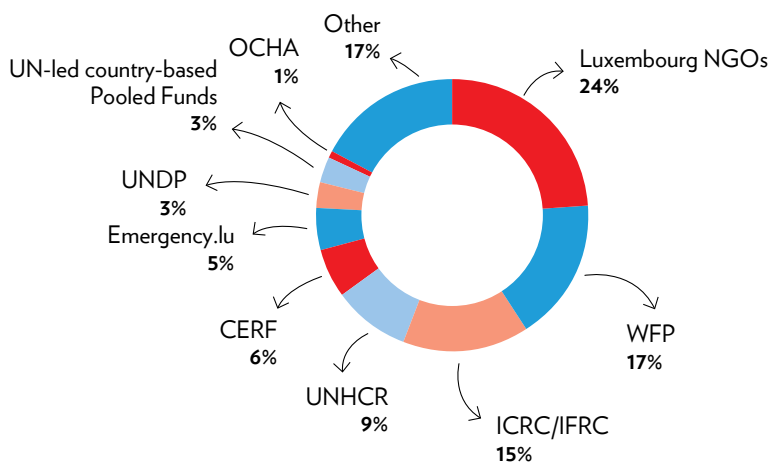
In addition, the central Sahel is marked by increased politicisation and instrumentalisation of humanitarian aid. What all these situations have in common is increasingly limited humanitarian access, with obstacles being placed in the way of such access to the detriment of the people in need.

In 2023 these humanitarian crises have pushed more than 350 million people into situations of vulnerability and dependence on humanitarian aid. While the funds needed to meet these needs have reached new records, the same was true of the funding gap. Only one third of the EUR 57 billion claimed by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) in 2023 has been disbursed, constituting the largest budget deficit in years.

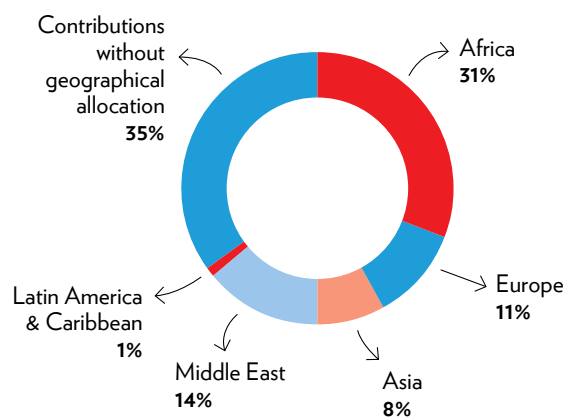
### DISBURSEMENTS ACROSS ALL ALLOCATIONS

HUMANITARIAN ACTION		%	% OF ODA
Emergency aid	€ 87,534,101.06	87.73%	16.32%
assistance in materiel and emergency services	€ 59,260,472	59.39%	11.05%
basic health care services in emergency situations	€ 2,557,209	2.56%	0.48%
education in emergency situations	€ 150,000	0.15%	0.03%
emergency food aid	€ 15,695,914	15.73%	2.93%
coordination of emergency assistance and support and protection services	€ 9,870,507	9.89%	1.84%
Aid for reconstruction and rehabilitation	€ 3,039,087	3.05%	0.57%
Disaster prevention and disaster preparedness	€ 9,205,850	9.23%	1.72%
<b>Total</b>	<b>€ 99,779,039</b>	<b>100.00%</b>	<b>18.60%</b>

### HUMANITARIAN AID BY PARTNER



### HUMANITARIAN AID BY REGION



## INTERNATIONAL CRISES

Luxembourg has maintained its commitment to major humanitarian crises around the world. Thus, in 2023 the Grand Duchy made a total contribution of more than EUR 16.36 million to the humanitarian response in the Sahel, covering Niger (EUR 7.2 million), Burkina Faso (EUR 3.9 million), Mali (EUR 3.8 million) and Chad (EUR 1.1 million). In addition, the humanitarian crises in Ukraine and Syria remain priorities for Luxembourg's humanitarian action, with amounts of EUR 6 million and EUR 4.9 million, respectively, allocated in 2023. Another priority for Luxembourg's humanitarian action in 2023 was the humanitarian response following the conflict in Ethiopia, with a total contribution of about EUR 2.4 million. Other humanitarian contributions in 2023 were for the humanitarian crises in South Sudan (EUR 2.3 million), Afghanistan (EUR 2 million), Yemen (EUR 1.75 million) and Sudan (EUR 1.8 million). Luxembourg has also reacted to sudden crises such as the conflict in Nagorno-Karabakh, the floods in Libya, and the earthquakes in Morocco, Turkey and Syria, by making financial and, especially, in-kind contributions available.



## OCCUPIED PALESTINIAN TERRITORIES (OPT)

In 2023, Luxembourg allocated a total of EUR 6.49 million for humanitarian protection and emergency humanitarian aid projects in the OPT, including EUR 3.25 million in support of the humanitarian response in the Gaza Strip and the region following the war triggered by the Hamas terrorist attacks in Israel on 7 October 2023. In general, in 2023, Luxembourg channelled humanitarian aid to the OPT mainly through the International Committee of the Red Cross (ICRC), the West Bank Protection Consortium (WBPC) project managed by the NGO Norwegian Refugee Council (NRC) and the NGO *Handicap International Luxembourg* (HIL).

The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) is another key player for Luxembourg's Development Cooperation in the OPT, and forms the backbone of the humanitarian response to the humanitarian crisis in the Gaza Strip. In 2023, Luxembourg allocated a total of EUR 9.6 million to UNRWA, including EUR 3.6 million for its humanitarian response to various crises, accounting for 37.5% of Luxembourg's total contribution to the agency. Luxembourg also started, in 2023, support for the project to digitise UNRWA archives by allocating EUR 1 million. The project involves the digitalisation of UNRWA historical registration documents and the tracing of family trees for registered Palestinian refugees.

## EARTHQUAKES IN TURKEY AND SYRIA

Following the earthquakes of 6 February 2023 in Turkey and Sweden, at the request of OCHA and within the framework of the International Humanitarian Partnership (IHP), several members of the Humanitarian Intervention Team (HIT) of the Grand Ducal Fire and Rescue Corps (CGDIS), including an information and communication technology expert and a logistics support expert, left for the area affected by the earthquake. Their remit was to support the United Nations disaster assessment and coordination team. As for the emergency.lu satellite communication platform, two systems were sent with the HIT team only one day after the earthquake.

In addition, Luxembourg has made a contribution of EUR 500,000 to the International Federation of the Red Cross and Red Crescent (IFRC) to support its emergency appeals, 60% for Turkey and 40% for Syria. Finally, Luxembourg allocated EUR 430,000 to the emergency projects of the Luxembourgish human-

itarian NGOs *Handicap International Luxembourg*, *CARE Luxembourg* and *Fondation Caritas Luxembourg*. In total, Luxembourg, with the support of the European Union, contributed financial and in-kind aid worth EUR 3.29 million, of which EUR 2.33 million was for Turkey and EUR 960,000 for Syria.

## UKRAINE

In the context of the Russian war of aggression against Ukraine, in 2023 Luxembourg supported the humanitarian operations of its various partners with financial and in-kind aid totalling around EUR 6 million. In relation to Luxembourgish NGOs, Luxembourg financed six humanitarian projects, giving approximately EUR 3 million. The projects supported by the Luxembourg Red Cross, the *Fondation Caritas Luxembourg* and *CARE Luxembourg* sought to improve access to adequate health services and emergency shelter for war-affected populations by winter 2023. In addition to these humanitarian projects, Luxembourg made a contribution of EUR 300,000 to LUKRAINE asbl to acquire armoured ambulances to enable the association's Ukrainian partners to evacuate civilians from the front line. Moreover, Luxembourg has maintained its support for the UN agencies in Ukraine, namely the UN Refugee Agency (UNHCR), OCHA and the World Food Programme (WFP). The Grand Duchy also supported the joint initiative "Grains from Ukraine", run by the Ukrainian Government and the WFP.

## NUTRITIONAL AND FOOD SECURITY

In 2023, food and agri-food systems continued to experience disruptions. While, in 2022, 690 million people suffered from hunger worldwide, the WFP estimates that at least 783 million people were experiencing chronic hunger at the end of 2023, of whom more than 333 million faced high levels of food insecurity. As a result of these developments, in 2023 the WFP was faced with negative financing prospects in 2023, which led to reductions in food aid. In view of what was at stake, Luxembourg granted record humanitarian aid of EUR 13.77 million (an increase of 7% compared to the previous year) to the WFP in 2023 to support it in its efforts to reduce the risk of famine. That financial envelope also included an additional contribution to the Rohingya crisis, allocated by Luxembourg following a field visit by Minister Franz Fayot in April 2023.

## CHAIRMANSHIP OF THE OCHA DONOR SUPPORT GROUP (ODSG)

In June 2023, Luxembourg took over the chairmanship of the OCHA Donor Support Group (ODSG) from the Kingdom of Saudi Arabia. Luxembourg is working closely with the "Troika", which is made up of Saudi Arabia as the outgoing chair and Norway as the incoming chair. Luxembourg's chairmanship of the ODSG comes at the middle of the implementation of OCHA's 2023-2026 strategic plan, which focuses on a humanitarian system that is more people-centred and less bureaucratic, and aims to further strengthen the resilience of affected communities. Luxembourg is focusing its chairmanship on initiatives to reform OCHA, such as the reform of the humanitarian programme cycle (HPC) and the Flagship initiative, which aim to make the humanitarian system less resource-intensive and more people-centred. The chairmanship will end in July 2024.

## HUMANITARIAN INNOVATION ACCELERATOR

In view of the constantly increasing humanitarian needs globally, Luxembourg, in close collaboration with the WFP and the Austrian development agency, has decided to promote innovative solutions in the fields of artificial intelligence, space, healthtech, the supply chain, logistics and data science that can help tackle current humanitarian challenges. With that aim, it launched the multi-donor Humanitarian Innovation Accelerator (HIA) programme on 1 February 2023. On 29 June 2023, the top 16 projects (selected from 378 project proposals) met at the Pitch Event at Luxexpo the Box in Luxembourg-Kirchberg to showcase their solutions. An innovation committee has selected eight winning projects that will be supported and scaled up during the first half of 2024. As the main donor, Luxembourg is supporting four projects (Nurotech, Speetar, Bleagle and WASDI) that are at the mature stage, through a financial envelope made available to the WFP.



## GLOBAL REFUGEE FORUM

Luxembourg was represented by Xavier Bettel, Minister for Development Cooperation and Humanitarian Affairs, at the second Global Refugee Forum (GRF) organised by the United Nations Refugee Agency (UNHCR) from 13 to 15 December 2023. At the event, Luxembourg announced the allocation of EUR 1 million to the initiative to create a connectivity sector for refugees, set up jointly with UNHCR, the International Telecommunications Union (ITU) and the GSMA, to help bridge the connectivity gap for displaced persons.

## LUXEMBOURGISH AND INTERNATIONAL NGOs

Luxembourg increased its commitment to Luxembourgish and international humanitarian NGOs in 2023. Thus, the total contributions allocated to Luxembourgish NGOs amounted to approximately EUR 20.8 million, compared to EUR 17.8 million disbursed in 2022. With regard to the budgetary allocations for international NGOs and organisations, in 2023 these amounted to a total of around EUR 6.1 million, compared to around EUR 4.8 million in 2022. For example, Luxembourg signed its first memorandum of understanding (MoU) with the HALO Trust, with a total budget of EUR 1.5 million over two years (2024 and 2025).

A new partnership between the Henry Dunant Centre for Humanitarian dialogue (HD) and Luxembourg also dates back to the beginning of 2023. A decision was taken to continue this partnership in 2024, on the basis of a second MoU between Luxembourg and the organisation, signed in November 2023, and through a financial contribution of EUR 1.5 million for 2024. The planned contribution aims to further strengthen our collaboration and our partnership, particularly in terms of digital issues, but also through humanitarian mediation in the central Sahel.

## INTERNATIONAL COMMITTEE OF THE RED CROSS (ICRC)

A little more than a year after the inauguration of the Delegation for Cyberspace at the end of 2022, on 19 September 2023, as the Sustainable Development Goals (SDGs) Summit was taking place in New York, the Minister for Development Cooperation and Humanitarian Affairs met Mirjana Spoljaric Egger, President of the ICRC, for a bilateral exchange that helped to move the ICRC Delegation for Cyberspace in Luxembourg towards being a “Global Cyber Operational Hub”, strengthening the potential and scope of this pioneering initiative. This bilateral meeting followed Mirjana Spoljaric Egger’s first official visit to Luxembourg since taking office in October 2022. The visit took place from 25 to 26 April 2023. 2023 also saw preparations for the second edition of the Symposium on Cybersecurity and Data Protection in Humanitarian Action.

## EMERGENCY.LU

In 2023, Luxembourg’s humanitarian action department continued to provide telecommunication services in support of humanitarian organisations in the Central African Republic, Nigeria, Niger, Chad, Tonga, in Venezuela and Syria, at the request of the WFP, the Emergency Telecommunications Cluster (ETC), UNHCR and UNICEF.

As part of emergency.lu, Luxembourg also contributed to ETC’s “Services for communities Sahel” project, which aims to bridge the digital divide in the central Sahel and meet the information and communication needs of communities. Through the provision of basic telecommunication services, ETC will ensure that communities in Niger, Burkina Faso and Mali have access to the tools needed to access potentially life-saving information, and a basic communication network. The first site has been operational in Diffa since mid-2023.



E.lu - The emergency.lu system in action

The crisis in Sudan and the conflict in Darfur have led to the looting and destruction of a large number of UN offices, guesthouses and warehouses throughout the region, as well as the evacuation of international staff and the relocation of national staff. For example, the UN launched activities in Farchana, Chad, one hour from the border. Following an initial request from OCHA, the International Humanitarian Part-

nership (IHP) has sent an evaluation mission to the region. The team consisted of an employee from the Ministry and a member of the CGDIS group responsible for humanitarian missions. In addition, the Ministry has made available a light base camp from its stores and an emergency.lu satellite communication system has been installed in Farchana. The evaluation team recommended the installation of semi-permanent infrastructure (using containers), and implementation is planned for early 2024 by Luxembourg and Sweden.

## TRAININGS

In 2023, the Ministry welcomed 159 participants from 24 different humanitarian organisations for eight training courses held in the Grand Duchy. The organisation and financing of these courses was provided by Luxembourg to the ETC, the WFP, UNHCR and OCHA.



# **CROSS-CUTTING PRIORITIES**



finalised and made available on the Luxembourg's Development Cooperation website.

In 2023, the Directorate for Development Cooperation and Humanitarian Affairs was part of Luxembourg's delegation to the COP28 of the United Nations Framework Convention on Climate Change in Dubai. Many bilateral discussions were held at COP28 with the delegations from Luxembourg's partner countries and organisations, in order to strengthen political dialogue on environmental and climate change issues.

Luxembourg's Development Cooperation has also continued its involvement in the interministerial management committee of the Climate and Energy Fund (CEF), chaired by the Ministry of the Environment, Climate and Biodiversity.



## ENVIRONMENT AND CLIMATE CHANGE

The major global environmental changes, and in particular climate change, loss of biodiversity and desertification, are adversely impacting the human and natural systems on which human well-being and economic activities are based. They will continue to influence countries' development conditions. These changes constitute threats and a major challenge for societies in their ability to meet basic human needs, promote justice, peace and security and pursue sustainable growth and development.

Environment and climate issues are therefore a key element of the overall aim of Luxembourg Development Cooperation's general strategy, and one of the three cross-cutting issues on which its actions focus. Luxembourg Development Cooperation's environment and climate change strategy, presented in 2021, aims to frame all its activities and aid within sustainable, inclusive, renewable or low-carbon development dynamics that are resilient to the effects of climate and environmental change, in accordance with international environmental conventions, Agenda 2030 and the Paris Agreement goals.

2023 saw progress in the implementation of the new gender and environment/climate strategies. The tools developed to ensure the strategy is properly deployed both internally and by the main partners of Luxembourg's Development Cooperation have been



## GENDER

The promotion and the protection of gender equality remain priorities of Luxembourg's foreign policy, including in relation to development cooperation, where gender is at the core of the work done. To effectively strengthen gender equality, the intersection between gender and other factors, such as age, ethnicity, socio-economic status or any disability, must be taken into account. It is also vital to address discriminatory structures, and gender-based social norms and stereotypes that are the root causes of gender inequality. Action by women in the public and private spheres of life is crucial.

Since the commitments made at the Generation Equality Forum in July 2021, Luxembourg has been able to make tangible progress. In addition to taking positions in international and European fora, Luxembourg has implemented concrete measures: after revising its gender strategy, making it resolutely progressive and tailored to meet current global challenges, Luxembourg's Development Cooperation has developed several operational tools and sector-specific sheets to ensure gender is integrated and actually taken into account in the management of the Luxembourg Development Cooperation's programming and project cycle. More specifically, the various actors within Luxembourg's Development Cooperation are being equipped with the appropriate tools to facilitate the implementation of different development cooperation and humanitarian activities.





Gatagara orthopedic workshop, Rwanda

Luxembourg's Development Cooperation is also continuing its work on developing actions to prevent and combat all forms of sexual and gender-based violence with all its partners, including Luxembourg's NGOs, through the improvement of their internal procedures for the prevention, detection, treatment of and protection against all types of sexual and gender-based violence.

With its multilateral partners, Luxembourg's Development Cooperation is continuing a number of partnerships that work directly on the advancement of gender equality and the empowerment of women. In 2023, Luxembourg's Development Cooperation continued to provide financial support to the core budgets of UN Women and the United Nations Population Fund (UNFPA), as well as to the gender funds of UNICEF and the United Nations Development Programme (UNDP).

Luxembourg's Development Cooperation also supports a large number of initiatives that bring together several UN partners in order to strengthen women's rights in different sectors. Thus, the Education Plus initiative, implemented by UNAIDS, and co-led by UNFPA, UN Women, UNESCO, UNDP and UNICEF, aims to mobilise high-level political commitment to ensure access to secondary education for girls, including education on health and on sexual and reproductive rights. Thus, at the end of 2023, 15 African countries (Benin, Cameroon, Eswatini, Gabon, Gambia, Lesotho, Malawi, Sierra Leone, South Africa, Uganda, Senegal, Tanzania, Kenya, Botswana and Zambia) made political commitments to join the Education Plus initiative. In addition, support for the UNICEF/UNFPA joint programme for the eradication of female genital mutilation continues and, since 2022, Luxembourg has funded the UN Women sus-

tainable finance programme, which aims to increase the volume and quality of funding for gender equality.

Luxembourg's Development Cooperation also finances interventions, projects and programmes at regional level and at the level of specific countries. In 2023, six new gender equality projects were funded by Luxembourg, four with UNFPA as lead partner and two with UN Women.

For example, in Central America, with Luxembourg's support UNFPA has been able to launch a new regional programme to reduce the number of pregnancies among teenage girls in Afro-descendant, Creole, Garifuna and Miskito communities in the coastal region of Central America and the Caribbean. Luxembourg's contribution totals EUR 6 million for the 2023-2026 period.

In Brazil, Luxembourg has decided to continue its support for the joint work by UN Women, the United Nations Refugee Agency (UNHCR) and UNFPA to combat the inequalities and human rights violations faced by women and girls, whether Venezuelan, migrants, asylum seekers or refugees. Luxembourg's contribution of EUR 1.5 million to the third phase of this programme (2023-2025) will enable the three agencies to work together on incorporating human rights and gender equality into the new generation of public policies on migration, asylum and statelessness.

In Benin, Luxembourg is supporting a UNFPA project to train approximately 740,000 girls and boys in sexual and reproductive health, economic empowerment, leadership and participation and to support the associated institutional ecosystem. With a budget of EUR 4.75 million for the 2023-2025 period, the project hopes to encourage young people to become powerful agents of change and transformation in their communities.

With a contribution of EUR 500,000 for the 2023 to 2025 period, Luxembourg's Development Cooperation is also working alongside UN Women in Ethiopia to support the Ethiopian Government to produce and adopt a national action plan on women, peace and security for the implementation of UN Security Council Resolution 1325 (2000).

In Mali, Luxembourg is contributing EUR 4.7 million to the training of 150 midwives as part of a project implemented by UNFPA (2023-2024). The project's expected outcomes are to assist 80,000 deliveries, to improve the knowledge of 300,000 women in health

and rights, and to provide holistic care for 1,000 cases of rape and GBV (gender-based violence).

In Burkina Faso, UNFPA launched a new project to strengthen the resilience and contribution of women and young people to the effects of climate change. Luxembourg is supporting this project with a contribution of EUR 5 million for the 2023 to 2025 period. The project focuses on three areas: capacity building, improving the financial inclusion and socio-economic integration of women and young people, and strengthening women's economic empowerment in order to prevent GBV.

The West Africa region has some of the lowest health indicators in the world, particularly for sexual and reproductive health and rights (SRHR). For example, a new regional programme with a budget of EUR 1.5 million was launched in 2023 with the International Planned Parenthood Federation (IPPF). This project aims to support IPPF's national partners in the West Africa region, specifically in Senegal, Burkina Faso, Cabo Verde and Benin, to defend and strengthen the SRHR of the poorest and most disadvantaged populations, who are often underserved and deprived of care.

In addition, in Senegal, Luxembourg is contributing EUR 500,000 for the 2022-2025 period to fund the VIMOS project, which is implemented by civil society actors and focuses on preventing sexual violence and female genital mutilation among young women, as well as on the development and support of care for victims.

Furthermore, in the Sahel, Luxembourg is continuing its support for gender equality through several dedicated programmes (e.g. the UNFPA Illimin project on education and sexual and reproductive health in Niger; the World Food Programme's project entitled "Breaking Barriers for Girls' Education" in Niger; and the FEVE IMPULSE sub-regional project on health and sexual and reproductive awareness, run by ENDA Santé), as well as in a cross-cutting manner through all its bilateral commitments.

In Afghanistan, the Thrive project run by German NGO KIRON Open Higher Education provides Afghan girls and women with access to online courses and marketing training, as well as English language courses, so that they can set up a small business and have a certain degree of financial independence. Since November 2023, 50 women have taken part in this project.



Child at school in Senegal



## HUMAN RIGHTS

Luxembourg's Development Cooperation aims primarily to strengthen the respect for and protection and realisation of human rights in order to create an environment that offers equal opportunities, so that each individual can freely determine the course of his or her existence.

Within the United Nations, Luxembourg's action is undertaken with the aim of achieving Agenda 2030's sustainable development goals. As part of its mandate at the Human Rights Council 2022-2024, Luxembourg is committed to a human rights-based approach to international development.

In terms of its partner countries, the Luxembourg Development Cooperation's actions form part of a human rights-based approach, in the sense that an improvement in governance seeks to strengthen the institutions of the State in fulfilling their roles as bodies bound by obligations. Appropriate legal and administrative frameworks and institutions are necessary in order to address the needs and rights of people. Support must also be given to rights holders so that they are in a better position to claim and exercise their

fundamental rights, which comprise civil, cultural, economic, political and social rights.

Luxembourg seeks to maintain a regular political dialogue at ministerial level with its partner countries. The Indicative Cooperation Programmes include the field of human rights in a cross-cutting manner, and are the subject of an annual review as part of the partnership committee meetings that take place alternately in Luxembourg and in the relevant partner country.

Through its humanitarian strategy Luxembourg remains committed to promoting respect for international humanitarian law (IHL), and ensuring respect for human rights, as well as supporting efforts to build a lasting peace, notably through transitional justice activities.

### **INTERNATIONAL CENTER FOR TRANSITIONAL JUSTICE (ICTJ)**

In 2023, the International Center for Transitional Justice (ICTJ) programmes in Tunisia, Colombia and East Africa continued, with the support of Luxembourg's Development Cooperation (EUR 1.95 million for the 2023-2026 period<sup>1</sup>). The ICTJ works for the acknowledgement of human rights violations and the restoration of dignity, which lays the foundations for peace in the long term and helps prevent the recurrence of renewed cycles of conflict, abuse and marginalisation. Luxembourg's Development Cooperation is also supporting the ICTJ to provide its comparative experience and knowledge to discussions on transitional justice in Ukraine. Drawing on lessons learned from various transitional justice contexts, the ICTJ advocates for victim-centred justice measures and a broader understanding of accountability, going beyond criminal justice.



Since the ICTJ concluded its research on psychosocial support in mental health in autumn 2023, Luxembourg is supporting the organisation in further research work. The ICTJ has proposed a comparative research study of the positive and negative impact of social media on transitional justice in Colombia, Gambia, Myanmar, the Philippines and Syria. The aim is to examine the opportunities offered by social media, in different contexts, to build shared narratives, to combat disinformation and to pursue justice and social cohesion.

### **UNITED NATIONS HIGH COMMISSIONER FOR HUMAN RIGHTS (OHCHR)**

In 2023, Luxembourg's Development Cooperation reinforced its support to the regional office of the United Nations High Commissioner for Human Rights (OHCHR) for East Africa through an additional contribution of EUR 300,000. The Office is particularly active in the field of human rights in Djibouti, Ethiopia and Tanzania, three countries where activities have been carried out thanks to funding from Luxembourg. The funding helps to further promote and protect human rights in the region and assists the Office in pursuing its role as a trusted partner on human rights issues with the African Union and its counterparts in the Horn of Africa and East Africa. In addition to emerging priorities linked to the relevant national contexts (transitional justice in Ethiopia, the Universal Periodic Review in Djibouti and the consolidation of civil rights in Tanzania), the office is focusing in particular on gender equality and the promotion of women's rights.

In the Occupied Palestinian Territories (OPT), Luxembourg provided EUR 400,000 in support to the UNHCR Office, whose mandate is to promote and protect all human rights and fundamental freedoms in the OPT. That mandate includes monitoring and reporting, technical assistance and capacity building, particularly following Palestine's ratification of seven of the core UN human rights treaties in 2014.

At the end of 2023, Luxembourg's Development Cooperation allocated an additional contribution of EUR 1 million to the United Nations Voluntary Fund for Technical Cooperation in the Field of Human Rights. The Fund, financed through voluntary contributions, provides technical assistance in the field of human rights, at the request of developing countries, and supports national efforts to put in place human

Visit to a classroom in Kaya



Beneficiary of the food distribution programme

rights protection frameworks, by supporting the creation of strong legal frameworks, national human rights institutions, the strengthening of independent judicial systems, and vibrant civil society organisations.

Finally, in 2023 Luxembourg continued to support OHCHR activities to monitor, promote and protect human rights in Myanmar and Rwanda.

### FRONT LINE DEFENDERS

In view of the deteriorating situation for human rights defenders (HRDs) in the Central American region, in 2022 Luxembourg decided to broaden the geographical scope of its support to the NGO Front Line defenders (FLD), world leader in the protection and security of HRDs. Luxembourg's Development Cooperation therefore decided to launch a three-year project (2022-2025) with a budget of EUR 300,000, designed to provide holistic protection and support for the safety of HRDs in El Salvador, Honduras, Guatemala and Nicaragua.

Luxembourg is also supporting the FLD, during the 2023-2026 period, in a regional approach in Africa, focusing on the countries in which Luxembourg's Development Cooperation operates (Senegal, Niger, Mali, Burkina Faso, Benin and Rwanda). Overall, the situation of HRDs in western and central Africa is deteriorating. Often, national security is advanced as a reason for restrictions on civic space, such as the freedoms of association and expression, endangering the activities and often even the personal freedom of HRDs.

### UNESCO

Since 2019, Luxembourg has contributed EUR 100,000 per year to support the International Programme for the Development of Communication (IPDC), managed by UNESCO, which helps to mobilise the international community around discussion of media issues and to improve the media in developing countries.

### INTERNATIONAL INSTITUTE FOR DEMOCRACY AND ELECTORAL ASSISTANCE (IDEA)

Despite the difficult context for work on the ground since the coup d'état in 2021, Luxembourg's Development Cooperation remains present in Myanmar. Thus, Luxembourg is positioning itself as a key partner in the "Building Federal Democracy in Myanmar" programme (EUR 800,00 for 2023-2024), which seeks to establish a new constitutional framework in Myanmar, by establishing effective and accountable institutions, and by promoting inclusive and participatory governance at all levels. Since 1 December 2023, Luxembourg has held the annual Presidency of International IDEA's Council of Member States.

### MEKONG REGION LAND GOVERNANCE

Since 2014, Luxembourg's Development Cooperation has been contributing, alongside Switzerland and Germany, to the Mekong Region Land Governance Project (MRLG).

The MRLG project is being implemented in Cambodia, Laos, Myanmar and Vietnam by a consortium of two international NGOs, Land Equity International and GRET. The project contributes to improved policies and practices, as well as their practical implementation, enabling small-scale farmers, especially those from ethnic minorities, to have sustainable and equitable access to land and control over their agricultural and forest lands.

The continuation of Luxembourg's support for this project (EUR 1.4 million for 2023-2025) reflects the need to address the links between climate and human rights. Protecting and respecting the collective rights of indigenous peoples is particularly important for biodiversity and forest conservation.



ZI Matériaux workers on site

## ENTREPRENEURSHIP AND HUMAN RIGHTS

Within the framework of the private sector's commitment tools, Luxembourg's Development Cooperation undertakes to promote responsible business conduct, based on the OECD and United Nations guiding principles on business and human rights. Due diligence plays a central role in the Business Partner-

ship Facility, the LuxAid Challenge Fund and the LuxAid Demonstration Fund, which are among the instruments for partnership with the private sector. Thus, the financing granted to European enterprises and in developing countries is conditional on concrete commitments concerning the socially and environmentally responsible conduct of businesses.

The Directorate for Development Cooperation and Humanitarian Affairs has actively participated in the work of the "Enterprises and Human Rights" working group, responsible for implementing and monitoring the second national action plan on business and human rights. Since September 2023, LuxDev has been a member of the Business and Human Rights National Pact, demonstrating the agency's concrete commitment to identifying risks and preventing human rights violations. In addition, on 1 June 2023 Luxembourg, together with the Netherlands, Germany and Belgium, signed the Joint Declaration on Living Income and Living Wages. The declaration proposes concrete actions for the implementation of decent wages and incomes in global supply chains.



**DEVELOPMENT  
EFFECTIVENESS**



## OECD DAC

Luxembourg has been a member of the OECD's Development Aid Committee (DAC) since 1992. A unique international forum, the DAC brings together the largest providers of development assistance and has 30 members.

The overarching aim of the DAC for the 2023 -2025 period, as redefined in September 2022, is to promote development cooperation and other relevant policies so as to contribute to the implementation of the 2030 Agenda for Sustainable Development, including sustained, inclusive and sustainable economic growth, poverty eradication, improvement of living standards in developing countries, and to a future in which no country will depend on aid.

In order to achieve this overarching objective, the DAC has developed a new budget programme for 2023 and 2024 that will include, in particular, monitoring the resources that support sustainable development, assessing them and reporting on them; reviewing development cooperation policies and practices and upholding international norms and standards; and carrying out analysis, developing guidance and collecting good practice to assist the members of the DAC and the expanded donor community to enhance innovation in development cooperation, development impact and effectiveness and the results produced by development cooperation. As part of this work, in 2023 the DAC produced new guidance for interaction with the private sector and civil society.

The DAC organises periodic peer reviews of the efforts of its 30 members to analyse the effectiveness of development assistance, provide feedback and exchange good practice around development cooperation. Each member country is evaluated every five to six years by two other member countries. In 2024, Luxembourg will have its full evaluation, which will be carried out by the Netherlands and Estonia.



## EVALUATION

In 2023, the Directorate for Development Cooperation and Humanitarian Affairs (MFA) continued its programme of systematic evaluation of the programmes and projects financed by Luxembourg.

It evaluated activities in the areas of Digital for Development, research and inclusive and innovative finance, as well as several aspects of its cooperation with the private sector.

In accordance with the agreement between the State of the Grand Duchy of Luxembourg and SES Techcom, an external evaluation was carried out of the SATMED 2.0 telemedicine platform. The objective of this mid-term review and prospective evaluation was to analyse the development work done to the platform, to identify and evaluate possible reorientations of the current project, to review the programme's structure in relation to Luxembourg's bilateral cooperation priority areas of intervention, and to advise the MFA regarding its involvement in a possible continuation of the project.

The emergency.lu project was also evaluated, in accordance with the contract signed between the State of the Grand Duchy of Luxembourg and the private partners SES Techcom, HITEC Luxembourg and Luxembourg Air Ambulance. This external mid-term evaluation covered both the obligations and activities covered by that contract and the implementation of the recommendations from the last external evaluation of the project, dating from April 2017.

The Luxembourg/West-Africa Lab for Higher Education Capacity Building in CyberSecurity and Emerging Topics in ICT4Dev (LuxWays) project was also the subject of a mid-term review, in accordance with the agreement between the State of the Grand Duchy of Luxembourg and the University of Luxembourg (Uni.lu). The purpose of this external evaluation was to identify the necessary steps to be taken with a view to expanding and scaling up the project.

The external mid-term review of the Inclusive Finance Network's (InFiNe) 2021-2026 multiannual strategic plan was carried out on the basis of the agreement between the State of the Grand Duchy of Luxembourg and InFiNe. The review was forward-looking, to enable InFiNe to adjust the multiannual strategic



plan, if necessary, in an informed manner, and to adopt a results-based approach to maximise the added value the network can bring to its members, with recommendations that take into account members' needs and priorities. In response to a need for information on the financial statements of a Luxembourgish NGDO, the MFA carried out an external financial audit to verify the programme's compliance in terms of expenditure and the internal control system.

The evaluations department also continued its work in the networks of which the Grand Duchy of Luxembourg is a member. It participated, for example, in the meetings of the OECD's DAC Network on Development Evaluation (EVALNET), the COVID-19 Global Evaluation Coalition and the Multilateral Organisation Performance Assessment Network (MOPAN). It also organised the meeting of the German-speaking Evaluation Network (DACH) in Luxembourg from 15 to 16 June 2023, and jointly organised, with the *Société luxembourgeoise de l'Évaluation et de la prospective* (SOLEP – Luxembourg company for evaluation and forecasting) and the French-speaking Evaluation Network, the International Francophone Evaluation Forum (FIFE) in the Chamber of Commerce from 4 to 6 July 2023.



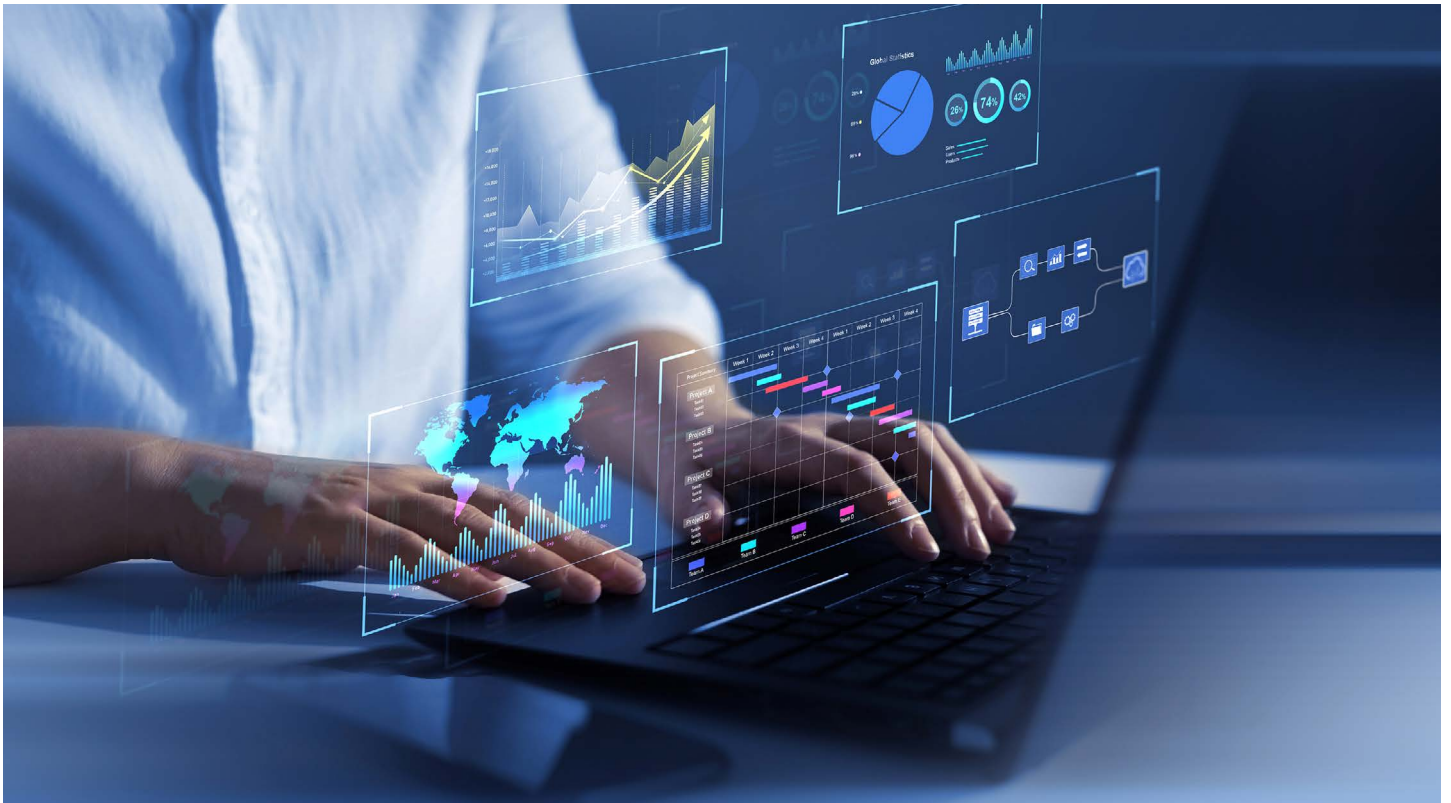
## GLOBAL PARTNERSHIP FOR EFFECTIVE DEVELOPMENT COOPERATION

The Global Partnership for Effective Development Cooperation (PMCED) was established at the Fourth High Level Forum on Aid Effectiveness in Busan, South Korea, in 2011. Launched with the ambition of being the main multi-stakeholder cooperation platform for advancing the development effectiveness (DE) agenda, it seeks to contribute to the achievement of the SDGs. At the Busan forum, the four principles of effectiveness were formally set out. These are: (i) country ownership of development priorities by partner countries and alignment with their policies, systems and procedures; (ii) focus on results; (iii) inclusive partnerships; and (iv) transparency and accountability to one another.

The PMCED aims to overcome the dichotomy between the so-called “donor countries” and “recipient countries” by opening up in particular to the emerging countries as the main protagonists of South-South and triangular cooperation, to civil society organisations, to the private sector and to philanthropic foundations. The PMCED has also officially established a mechanism to periodically measure and monitor progress on commitments to implement the principles of development effectiveness, in line with partner countries' priorities. This global monitoring framework (Global Monitoring Round), with common indicators, benchmarks, targets and objectives, should allow comparisons between countries over time to demonstrate the results and impacts of implementing the principles of effectiveness and should thus foster mutual accountability among development partners.

The fourth global monitoring cycle was launched in 2023 in the first countries, including Burkina Faso as Luxembourg's first partner country. Luxembourg's Development Cooperation actively participated in this data collection, which will not only serve as a basis for discussion on DE within the country, but will also inform three targets addressed by SDG 5, “Gender Equality”, and SDG 17, “Partnerships for the goals”. In Cabo Verde, which expressed its intention to participate in the fourth global monitoring cycle in 2023, Luxembourg was identified as the champion of the development partners. In that role, Luxembourg's Development Cooperation will liaise and coordinate with the other development partners, provide them with





technical assistance and advice, facilitate consultations and provide logistical and organisational support to workshops and meetings as part of the monitoring exercise.



## IT SYSTEM

The Directorate for Development Cooperation and Humanitarian Affairs has begun the transition to a professional information system, an item that has become essential in order to guarantee high-quality monitoring of multiple partnerships.

The programme that is being put in place aims not only to collect information on the development programmes implemented by the various partners but also to present activity data for internal and external reporting purposes (International Aid Transparency Initiative (IATI) and Debtor Reporting System (DRS)), increasing the reliability of data and their centralisation, and introducing a system able to communicate with the SAP financial system .

The transition programme is expected to be completed in 2024. It will contribute to a better overview of projects, improved impact assessments of our programmes and a more efficient use of official development assistance.



**COHERENCE  
OF POLICIES**



## COHERENCE OF DEVELOPMENT POLICIES

Luxembourg's Development Cooperation is actively committed to promoting and supporting the coherence of policies for development in the context of the implementation of Agenda 2030. This enables it to contribute to the coherence of all Luxembourg's actions in developing countries and to evaluate its effective contribution to sustainable development.

In terms of external policies in a development cooperation context, Luxembourg has developed several tools to ensure it adopts a coherent policy in support of sustainable growth within the context of meeting the Sustainable Development Goals (SDGs). The 3D approach (diplomacy, development and defence) implemented in the context of Luxembourg's foreign policy, as well as the governmental strategy of taking a practical and holistic approach to social, security, climate and migration issues, as set out in the coalition agreement, constitute the main reference framework for ensuring coherence between national and foreign policies. The "Development – Climate – Energy" Indicative Cooperation Programme (DCE ICP, 2021-2025) between Cabo Verde and Luxembourg marks the first opportunity for the implementation of an approach by Luxembourg's Development Cooperation that involves all Luxembourg actors and sources of financing likely to be able to contribute to the sustainable development of Cabo Verde. Senegal, following the example of Cabo Verde, is the second Luxembourg's Develop-

ment Cooperation partner country in which a holistic approach has been implemented: in July 2023, the two countries signed ICP V (2024-2030), which includes the interventions of all Luxembourg stakeholders in the service of Senegal's sustainable development.

All development cooperation actions feature a multi-stakeholder approach in order to increase their effectiveness. This approach fosters dynamic and diverse partnerships with international, national and local NGOs and also seeks to promote increased collaboration with private sector and research actors (including through public-private partnerships that can mobilise additional resources), in particular within its partner countries. The state of progress regarding development policy coherence is also closely monitored by the development *Cercle des ONGD de Coopération*.

Nationally, the Interministerial Committee for Development Cooperation (ICDC) is responsible for interministerial coordination on development cooperation and the coherence of development policies. The Committee meets at least six times a year.

Internationally, as part of its monitoring and review mechanisms, the United Nations "2030 Agenda for Sustainable Development" encourages Member States to conduct regular and inclusive reviews of progress at national and sub-national levels ("Voluntary National Review/VNR"). These national reviews serve as the basis for regular reviews by the High-Level Political Forum on Sustainable Development (HLPF), convened under the auspices of the United Nations Economic and Social Council (ECOSOC). Luxembourg has already carried out two voluntary national reviews (2017, 2022).

In order to strengthen policy coherence, Luxembourg is also supported by the Organisation for Economic Co-operation and Development (OECD), which makes recommendations for the adjustment of Luxembourg's mechanisms to make them even more effective and efficient. Thus, under the joint aegis of the Directorate for Development Cooperation and Humanitarian Affairs and the Ministry of the Environment, Climate and Sustainable Development, Luxembourg has undertaken, together with the OECD, an institutional analysis process on policy coherence for sustainable development. The aim is to strengthen existing institutional mechanisms for policy coher-



ence in order to achieve sustainable development objectives, both nationally and internationally. In this context, between 2021 and 2023 Luxembourg carried out the project entitled “Strengthening existing institutional mechanisms and capacities for policy coherence in Luxembourg to deliver on the SDGs at home and abroad”. Three workshops were held, in which members of the Interdepartmental Commission on Sustainable Development (ICSD) and the ICDC, as well as representatives of civil society, participated. These joint interactive sessions provided an opportunity to analyse and discuss the existing mechanisms in Luxembourg in terms of policy coherence, to share examples of good practice from both Luxembourg and other OECD member countries and to identify possible avenues for building capacity in this area. The results of the project were presented at a joint session of ICDC and the ICSD in early 2023.



## INTERMINISTERIAL COMMITTEE FOR DEVELOPMENT COOPERATION

The Law of 9 May 2012 amending the amended law of 6 January 1996 on development cooperation and humanitarian action defines the responsibilities of the Interministerial Committee for Development Cooperation (ICDC). It has the remit of giving its opinion on the broad outlines of development cooperation policy and the coherence of development policies (Article 50). The law also asks the government to submit an annual report to the Chamber of Deputies on the work of the Committee, including the issue of the coherence of development policies (Article 6). The Grand Ducal Regulation of 7 August 2012 lays down the make-up and mode of operation of the Interministerial Committee for Development Cooperation.

In 2023, the ICDC met six times. In addition to the routine updating on the flagship activities of Luxembourg’s Development Cooperation at each meeting, the work of the ICDC placed special emphasis on policy coherence.



The first ICDC meeting in 2023 was a joint meeting between the ICDC and Interdepartmental Commission on Sustainable Development (IFSD) meeting, with a presentation of the OECD’s findings on the coherence of policies for sustainable development. Representatives of the *Cercle des ONGD* were invited to the ICDC’s meetings for all discussions on policy coherence, and one of the meetings was facilitated by the Cercle.

Other meetings focused on the feminist foreign policy, in order to promote gender equality in international and European institutions, as well as in agreements with Luxembourg’s partner countries, by strengthening women’s access to work and education, as well as access to health services, for example.

The ICDC also discussed the cultural dimension in sustainable development and demonstrated that culture and access to culture can help meet the Sustainable Development Goals, by making more people aware of diverse issues.

A meeting of the ICDC was facilitated by the *Cercle des ONGD*; the topic of this year’s meeting was the presentation by *SOS Faim* of the report “West Africa - European Union: sowing the seeds of equitable and sustainable agricultural cooperation and exchange between West Africa and the European Union.”



**CONTRIBUTING  
TO LUXEMBOURG'S  
DEVELOPMENT  
COOPERATION**



## CONTRIBUTING TO LUXEMBOURG'S DEVELOPMENT COOPERATION

Programme support manages and facilitates operations to deploy human resources for cooperation. Specifically, this relates to junior professional officers (JPOs) and volunteers at the United Nations, junior professionals in delegation (JPDs) at the European Commission and the European External Action Service (EEAS), as well as the junior technical assistants (JTAs) in the framework of a vocational internship programme managed by Lux-Development, the Luxembourg agency for development cooperation, and financed by the Ministry of Foreign and European Affairs, Defence, Development Cooperation and Foreign Trade.

In order to give young graduates the opportunity to acquire further training and improve their skills by a first experience in Luxembourg's Development

Cooperation, the Directorate for Development Cooperation and Humanitarian Affairs also offers field placements or work placements, with a salary paid for those lasting four weeks or longer. The cooperation volunteer service (SVC), managed by the National Youth Service (SNJ), is the other element of this varied range of programmes for young graduates.

In addition, the Directorate for Development Cooperation and Humanitarian Affairs grants financial support to aid workers working on behalf of various accredited Luxembourgish NGOs. In order to enable the members of these NGOs to also participate in development programmes and projects and to assist the target populations, the law makes provision for development cooperation leave of six days per year per beneficiary. Development cooperation leave and aid worker status are granted in the form of ministerial orders.

### OVERVIEW OF THE DEPLOYMENT OF YOUNG HUMAN RESOURCES IN DEVELOPMENT COOPERATION IN 2023

18 JPOs	7 JPDs	14 ATJs	3 UN VOLUNTEERS
DPPA (New York)	EEAS (Hanoi)	SEN/031 (Dakar)	UNWOMEN (Pristina)
OCHA (Dakar)	EEAS (San Salvador)	SEN/032 (Dakar)	WFP (Matam/Dakar)
OCHA (New York)	EC (San José)	SEN/BP (Dakar)	WHO (Vientiane)
OCHA (Geneva)	EC (Ulaanbaatar)	SEN/BP (Dakar)	
UNCDF (New York)	EC (Dakar)	LAO/031 (Vientiane)	
UNDP (Amman)	EC (Vientiane)	KOS/BP (Pristina)	
UNDP (Panama City)	EC (Cotonou)	CVE/390 (Praia)	
UNAIDS (Kigali)		CVE/401 (Praia)	
UNHCR (Niamey)		BK/BP and RWA/BP (Kigali)	
UNHCR (Copenhague)		SEN/BP (Dakar)	
UNICEF (Juba)		SEN/301 (Dakar)	<b>JPOs</b> (Junior Professional Officer) at the United Nations
UNICEF (Nairobi)		SEN/032 (Dakar)	<b>JPDs</b> (junior professionals in delegations) at the European Commission or the European External Action Service
UNICEF (Beyrouth)		CVE/401 (Praia)	<b>JTAs</b> (junior technical assistants): vocational internship programme managed by LuxDev and funded by the MFA
UNRCS (Vientiane)		LAO/336 (Vientiane)	<b>UNVs</b> (UN volunteers) at the United Nations
ILO (San José)			
UNRWA (Amman)			
WFP (Rome)			
WHO (Geneva)			

# PERSONAL STORIES



**STEPHANIE LIBUTTI**

JTA Senegal

**THIS JTA EXPERIENCE HAS BEEN EVERYTHING I HOPED FOR, BECAUSE EVERY DAY, AS SOON AS I STEP OUTSIDE, I LEARN AN ENORMOUS AMOUNT.**

“

My experience as a junior technical assistant (JTA) in Senegal, the land of Teraanga, began in October 2022. However, I had found out about the JTA programme at the age of 19, when a member of my family saw the advertisement in the newspaper and sent it to me. Since that day (and in fact always), I had wanted to work in the field. So far, I have changed countries every three to four years. Despite some initial difficulties, I have always enjoyed arriving in a place where everything is new, where I feel completely out of my element. It is at those times, I think, that I give the best of myself and learn the most. When I first saw the JTA job advertisement, I was still too young and in the middle of my studies, but I knew that recruitment took place every year and that I would have the opportunity to apply when the time came.

Once I arrived in Senegal, I was particularly touched by the warm welcome of the Senegalese. Everyone could learn from their way of being, and it's something I won't forget. Whether at home or at work, there are no limits to the generosity of Senegalese, especially when it comes to sharing a meal or chatting over a glass of tea ('ataya'). A smile and a lot of mutual respect makes everything possible. Since my arrival, I have discovered many different cultural features. For example, I quickly realised that work meetings are conducted in a totally different way from what I was used to. I had been warned that meetings could be late in starting, but you have to experience it to really grasp what that means, because the times set are often just an indication. That is how I learned that it is always wise to leave room for the unexpected and for improvisation. Another striking experience is linked to being left-handed. Having lived in several Mus-

lim-majority countries in the past and being aware of the symbolism associated with the right hand and the left hand, I realised that this distinction is even more pronounced in Senegal. When I eat with others, the use of my left hand can prompt some comments. When I'm on a mission, I frequently find myself the only woman, as well as being foreign and not speaking the local language. This regularly puts me outside my comfort zone, and ultimately that's what I love, and what I'm looking for.

This JTA experience has been everything I hoped for, because every day, as soon as I step outside, I learn an enormous amount. I work on the health and social protection programme, so I have an office at the LuxDev Senegal premises and another office at the Ministry of Health and Social Action. I am therefore in constant dialogue with local partners for the implementation and monitoring of programme activities. My tasks include monitoring the programming of the programme, designing and facilitating capacity-building workshops, monitoring agreements, preparing diagnostics, learning lessons or providing support for the formulation of the new Indicative Cooperation Programme between Luxembourg and Senegal. To carry out some of these tasks, I go on missions on a very regular basis, giving me the opportunity to visit all the regions of Senegal in a short period of time.

The current situation of political instability makes me particularly concerned, and every day I am inspired by the commitment of the Senegalese people to a just political system and to maintaining Senegal as a beacon of democracy in the region.



## AUDE LABBÉ-VIDEAU

JPO UNAIDS/Rwanda

**I SUPPORT THE OFFICE TO ORGANISE HIGH-LEVEL EVENTS, PARTICULARLY DURING THE “WOMEN DELIVER” CONFERENCE, ONE OF THE MOST IMPORTANT GENDER EQUALITY CONFERENCES IN THE WORLD.**

“

My interest in diplomacy and development emerged very early on, and I knew from my studies that I wanted a career in this field. That’s why after my first degree, I took a master’s degree in intercultural management at ISIT, followed by a second master’s degree in international relations and humanitarian action from ESCD 3A in Paris.

During my studies, I had the opportunity to do an internship in the cultural service of the Embassy of France in Luxembourg, after which I left for a six-month internship at the Office of the Special Representative of the Secretary-General for Children and Armed Conflict at the United Nations in New York. Having enjoyed this first experience in the world of diplomacy and development, I continued at the United Nations, working as an intern and then as a consultant in the Natural Sciences Sector at UNESCO headquarters in Paris.

Before becoming a junior professional officer (JPO) for UNAIDS in Rwanda, I had already worked for Lux-Dev, the operational agency of Luxembourg’s bilateral cooperation, as a junior technical assistant (JTA) on the Employment and Employability programme in Cabo Verde. That rewarding experience gave me the opportunity to familiarise myself with the work of the Luxembourg’s Development Cooperation and, in particular, the JPO programme.

As part of my work for UNAIDS in Rwanda, I support the local office in their knowledge management and communication tasks. In particular, I help to publicise this joint United Nations programme in the country by promoting the activities of the office with institutional partners, civil society partners and all those seeking to combat HIV in the country by communicating, among other things, about the various key processes that have enabled Rwanda to achieve the UNAIDS 95-95-95

targets (95% of people living with HIV know their HIV status, 95% of people who know that they are living with HIV are on life-saving antiretroviral treatment, and 95% of people who are on treatment are virally suppressed.)

I support the office to organise high-level events, notably during the “Women Deliver” conference, one of the most important gender equality conferences in the world. As part of this conference, we had the privilege of organising a visit for the “Elders” group, a group of leaders created by Nelson Mandela and composed of former presidents and ministers such as Mary Robinson, Graça Machel and Ellen Johnson Sirleaf. They participated in the visit to a clinic delivering care and treatment to HIV patients.

I am in charge of organising awareness campaigns around key dates for the UNAIDS mandate, such as 1 December, World AIDS Day, 1 March, Zero Discrimination Day, or 17 May, International Day against Homophobia, Biphobia and Transphobia. These days are crucial opportunities to convey the UNAIDS messages of prevention and combating the stigma that affects the most vulnerable populations and those affected by HIV.

By creating informative content and disseminating it on the various social networks and media, I make my contribution to the global fight against this pandemic, which continued to affect 39 million people in 2022. And every advance not only in treatment (including long-acting injectable treatments) but also in prevention and protection of the rights of the most vulnerable (children and girls, sex workers, people in prison and people who inject drugs) is, for me, a collective victory and yet another step on the road to eradicating HIV as a public health threat by 2030.



**Published by the:**

Directorate for Development Cooperation and Humanitarian Affairs

6, rue de la Congrégation

L-1352 Luxembourg

Tel: +352 247 82351

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**Design and production:**

cropmark, Luxembourg

