

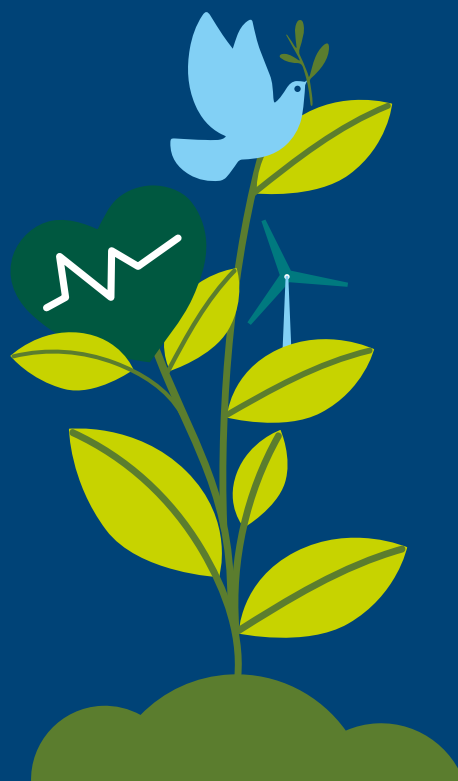


Federal Ministry
for Economic Cooperation
and Development

Strong multilateral development policy for social justice worldwide



[bmz.de](https://www.bmz.de)



Dear readers,

The international community's adoption in 2015 of the United Nations 2030 Agenda, with its 17 Sustainable Development Goals, is an example of successful multilateral cooperation. Rarely before had the world worked together in such a multinational and universal way on such a broad range of issues.

Yet this year's mid-term review of the 2030 Agenda paints a troubling picture. The many compounding crises of our time have halted, or even reversed, progress towards these goals. Russia's war of aggression on Ukraine has also had a massive impact on the world. It has added further fuel to existing conflicts and aggravated existing hunger crises. At the same time, it shows us that the world can no longer be divided into blocs but has long since become multipolar. We are living in a world with various different centres of power, scattered right across the globe.

In light of this, the only response to wars and crises can be strong multilateral cooperation. Joint efforts are needed to protect and deliver global public goods, such as a healthy climate, biodiversity, forests and oceans, and pandemic preparedness. That is why my development policy is based on maintaining a respectful relationship with all players. The great challenges of our time can only be met if the world joins together in solidarity.

For that we need effective multilateral institutions. And we also need close international cooperation based on a spirit of trust. So I advocate for a form of cooperation in which all players can be open about where their interests lie and are accepting of the interests of others, even where they may diverge from their own. It is also essential for all players to observe certain common rules – rules derived primarily from the universality of human rights.

In this shifting geopolitical landscape, the German Development Ministry is conscious of a responsibility to pave the way for these kinds of rules-based and interest-led alliances to be formed. The aim is to forge strategic, mutually beneficial partnerships. And so in this strategy we outline the basic pillars we believe are necessary for strong multilateral development policy pursued in partnership: development policy that will strengthen the global order based on international law; and that will transform structures within and between societies in such a way as to foster true social justice worldwide.

Yours



*Svenja Schulze
Federal Minister for Economic
Cooperation and Development*



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Introduction

Peace and security, pandemic preparedness and health, protection of the climate, biodiversity, the forests and the oceans – these are all global public goods. And they are goods worth protecting, because they benefit everyone in the world. Through multilateral development policy, Germany's Federal Ministry for Economic Cooperation and Development (BMZ) wants to help protect and provide global public goods. At the same time, we also want to reduce the causes of poverty, hunger and inequality – globally and sustainably. In the face of worsening global crises, it is becoming increasingly important to establish and expand social protection systems. And so, as we reach the halfway mark of the 2030 Agenda, we are increasing our multilateral action. We are convinced that substantial global structural changes are needed in order to bring implementation back on track.

States do not act in isolation from each other, and the actions of individual states – including Germany – have major impacts on other countries. This is currently demonstrated by Russia's war of aggression on Ukraine, which is having serious impacts worldwide. It is also reflected in the escalating climate and biodiversity crisis. And we also felt this massively in recent years with the financial crisis of 2008/2009 and the COVID-19 pandemic. Although the proliferation of crises is linked to rapid globalisation, it is also linked to the way we live and do business. This has already brought us close to the limits of our planet's resources. These interdependencies will become even more acute.

Our goal is to help shape the multilateral system so that it contributes to social justice worldwide. We want to change global structures on the basis of multilateral agreements. As an economically strong country and a major donor of official development assistance (ODA), Germany is called upon to use its political clout to even stronger effect.

The values that guide us in this are democracy, the rule of law, human rights and freedom. Alongside these values, we also have interests – German and European interests, which we openly state.

The key places for reconciling conflicting interests, discussing our values and helping to resolve conflicts peacefully, are multilateral organisations and forums. That means we need a rules-based order along with strong and capable multilateral institutions that enable us to find joint answers – and to do so despite different interests and geopolitical tensions. We want to make these institutions stronger and more efficient.



Our partners include international organisations such as the United Nations (UN) and multilateral development banks, as well as other donor countries and especially countries of the Global South¹, for instance in multilateral forums such as the Group of Seven (G7) and Group of Twenty (G20). We strengthen alliances that stand up for core values such as the rule of law and human rights. Here we act in concert with the European Union (EU) and its Member States. We help to strengthen the countries of the Global South as capable and effective partners in the multilateral system. When the challenges are urgent and we cannot address them sufficiently through existing global structures, we respond flexibly with temporary, agile alliances. These can complement and bolster the existing system. Finally, in order to achieve our goals we need a vibrant civil society. We actively advocate for its participation in multilateral processes.

Our priorities for multilateral development policy are to fight poverty, hunger and inequality, to progress the socio-ecological transition to global climate neutrality, to boost resilience to the impacts of climate change, to strengthen global health and to promote gender equality in line with a feminist development policy. We attach particular importance to making societies more crisis resilient.

This strategy sets out the goals, principles, partners and priorities of the BMZ's multilateral development policy. It uses selected initiatives to show how we are realising the goals of our multilateral engagement.



¹ German development policy defines those countries which receive official development assistance (ODA) from the members of the OECD Development Assistance Committee (DAC) as belonging to the Global South. This includes countries with widely differing levels of economic strength. The term “Global South” is designed to replace “terms” such as “developing countries” or “emerging economies”.

1 Principles and goals of the BMZ's multilateral development policy

The compass for multilateral development policy

The central compass for our multilateral engagement is provided by the internationally applicable, jointly agreed goals and rules: the Charter of the United Nations agreed under international law, with the principles of respect for human rights, the peaceful settlement of disputes, and territorial integrity; the 2030 Agenda (of 2015) for Sustainable Development; the Addis Ababa Action Agenda (of 2015) on financing for development; the targets of the Paris Agreement (of 2015) and the Kunming-Montreal Global Biodiversity Framework (of 2022). This is the compass that guides us as the world's second-largest donor country for economic co-operation and development.

In multilateral organisations and in our networks and alliances with other countries, we stand up for the core values we share. Our engagement is underpinned by democracy, the rule of law, freedom and human rights. It is also founded on the aspiration to overcome discriminatory power structures and to help ensure equal participation for all – regardless of gender identity, sexual orientation, skin colour, social background, religion, disability or other characteristics.

Creating structures for social justice worldwide

Through policy for global justice we want to help shape the structures of the multilateral system so that they help bring about a reduction of social inequalities and an increase in participation worldwide, as envisaged by the 2030

Agenda (“Leave no one behind”). Our multilateral engagement serves the goal of making societies – including our own – more resilient, socially just, sustainable and safe, and thus making them better societies to live in (see → [Section 2](#) and → [Section 3](#)).

The main focus of our multilateral engagement is on the protection and provision of global public goods and the establishment and expansion of social protection systems. In pursuing these goals we aim to sustainably reduce causes of poverty, hunger and inequality.

A strong development policy is one important component of sustainable security, as the [German government's National Security Strategy](#) explains. Here we attach special importance to linking humanitarian crisis intervention with structurally oriented development cooperation and the promotion of peace and security (referred to as the Humanitarian-Development-Peace Nexus, or HDP Nexus for short). In this setting we focus on preventing crises and conflicts by tackling their causes. The BMZ therefore places a strong emphasis on development-oriented approaches in situations of crisis and contexts of displacement and migration.

For a global justice policy, it is important that foreign, development, economic, environmental, climate, agricultural and defence policies interlock coherently. To achieve this Germany's federal ministries coordinate on policy wherever necessary.

Strengthening the performance of the multilateral system

Multilateral organisations must become more effective and efficient. The world is experiencing changing global political conditions such as increasing autocratisation, military conflicts and refugee movements, as well as a number of transboundary crises that are each serving to fuel the other. So we must make special efforts to maintain and enhance the performance of the multilateral system. We therefore actively advocate for structural reforms, transparency and accountability of multilateral organisations → **see box on World Bank reform**. Within the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD-DAC), we are committed to achieving ambitious standards for development policy. We examine the performance of multilateral organisations based on the assessments of the Multilateral Organisation Performance Assessment Network (MOPAN). Where reform needs are identified, we take appropriate steps in multilateral organisations. We advocate for clear responsibilities, i.e. mandates of the multilateral organisations.

We review the effectiveness of our multilateral development cooperation in accordance with the **BMZ's Evaluation Policy for German Development Cooperation** (available in German language only).

Working together based on reciprocity and respect

The multilateral system is marked by unequal power relations. The power imbalance faced by the poorest countries is colonial in origin, and has emerged over centuries. To this day it is still manifested, among other things, in unequal opportunities for political influence in international institutions. Yet good results, and honest and open dialogue, are only possible when everyone participates. In the interests of pursuing a post-colonial development policy, we therefore continuously reflect on our own role and critically analyse our own understanding of what “good development” means. We are committed to strengthening partner countries, and especially the poorest countries, as capable and effective partners in the multilateral system. Where possible, we respond to moves by our partner countries and launch **joint initiatives** (available in German language only).

In our activities in and with multilateral organisations and with our partners worldwide, we rely on the principles of respect and reciprocity. For us, this means stating our values and interests openly when working together with other actors. First of all, this enables us to bring to light commonalities and differences, and thus help work towards global solutions in more targeted ways. Secondly, it makes multilateral development policy more credible when we consider conflicting goals transparently in dialogue with partners. As well as the priorities we are focusing on in specific areas (→ **see Section 3**), we are guided by our values and principles. At the same time, however, German and European interests such as security of supply and energy security must also be taken into account.





Linking development cooperation instruments more closely

We also work for effectiveness, efficiency and coherence in the multilateral system by linking the knowledge and the technical and financial capabilities of German bilateral development cooperation even more closely with the engagement of the EU and multilateral partners, especially where

- the **legitimacy** of multilateral organisations makes it possible to access politically sensitive areas of work or regions, for instance in crisis or conflict situations such as in Yemen. There the World Food programme (WFP) is working with the local population to establish disaster risk management and a supply infrastructure for agricultural production, using BMZ funds.
- a **dual mandate** to combine humanitarian crisis intervention with structurally oriented development and peace work allows engagement that is particularly sustainable. One example of this is the cooperation with the United Nations Children's Fund (UNICEF) and the WFP in the Sahel region involving the hosting of numerous refugees → see box opposite on Sahel+.

Sahel+ – bi- and multilateral cooperation on displacement and migration and on the fight against poverty and hunger

Together with the UN Children's Fund (UNICEF), the World Food Programme (WFP), the UN High Commissioner for Refugees (UNHCR), the World Bank and other donor countries, we are establishing social protection systems in the Sahel region that can be adapted to various crisis contexts. In conjunction with stabilising and humanitarian interventions (HDP Nexus), these will make people more resilient to recurrent crises, and support adaptation to climate change. Our aim is to lay the foundations for a peaceful, gender-equitable coexistence in the Sahel region and in the neighbouring coastal states. The social and economic participation of refugees and their inclusion in national and adaptable social protection systems are a key concern of our cooperation with multilateral organisations (**ProNexus**). Here we will interlink the strong technical implementation capacities of German bilateral development cooperation on the ground with the reach and wealth of experience of the multilateral organisations.

- **the standard-setting nature** of the EU and multilateral organisations can extend the reach of our bilateral engagement, as in the case of sustainability standards for access to the EU's internal market. We support for instance small farmers in operating in such a way that their produce complies with the EU regulation on deforestation-free products.
- EU and multilateral organisations know how to **leverage the limited official funds** available for our development policy goals. Mobilising private finance, for instance through multilateral development banks, is crucial for achieving the 2030 Agenda. One example of this is the Global Shield against Climate Risks → *see box opposite on Global Shield against Climate Risks*.

We create incentives for a sharing of tasks between the various multilateral organisations and our bilateral implementing organisations so as to capitalise on their respective strengths. At the same time, we argue the case for multilateral development banks and United Nations agencies, for example, to also improve cooperation and division of labour between themselves, and for EU initiatives to be closely coordinated with multilateral organisations.

Global Shield against Climate Risks – agile alliances to protect global public goods

In collaboration with the group of 55 especially vulnerable states (V20) and the G7, we are building a Global Shield against Climate Risks in order to support the population of the V20 in managing loss and damage caused by climate change. To achieve this aim we will be deploying a range of complementary instruments such as climate risk insurance, pre-arranged financial support and adaptable social protection systems → *see box on Sahel+*. We will align the Global Shield closely with the finance mechanisms for loss and damage agreed at the UN Climate Change Conference 2022 in Egypt. We will thus demonstrate how global public goods can be protected across groups, inclusively and rapidly.

2 Partners for cooperation with the BMZ in the multipolar world

Within the multilateral system, we work to achieve our development policy goals not only through our influence in the decision-making bodies of the EU and multilateral organisations and forums, but increasingly also in various strategic networks and alliances. In this setting we use our financial and political weight as a major ODA provider. This includes taking on visible mediating or coordinating roles in international processes. One example of this is German Development Minister Svenja Schulze chairing the General Assembly of the Sahel Alliance. German staff in multilateral organisations and their networks can play an important role in this, and we are stepping up our dialogue with them. We are working very hard and at all levels to maintain or boost the presence of German staff – in terms of both number and pay grade, with a particular focus on leadership roles. Where appropriate, we are backing this up and further reinforcing it through German staff secondments. One particular aim of the German government is to second more women to international leadership positions.

European Union

European in mindset: Our development policy always reflects our European perspective. Together with its Member States, the EU is by far the largest donor of official development finance. In multilateral processes too, we always coordinate our activities especially closely with European partners/the EU. In Joint Programming and the Team Europe initiatives, we cooperate closely with the EU institutions and other Member States. As the EU, together we present a single face to the outside world. This gives us considerable weight when we put forward our goals in initiatives and strategic dialogues in multilateral organisations and forums.

For an EU with a strong development policy: As an important provider of finance for the EU's development policy, we also argue the case for closely aligning other EU policy fields with development policy in a way that reflects the 2030 Agenda. This includes trade and agricultural policy (social and sustainability standards), energy policy (socially just transition to climate neutrality) and migration policy (integrated cooperation between the EU, the United Nations and bilateral actors such as the BMZ as part of the German government). As part of the Global Gateway strategy, we support an EU infrastructure policy that is aligned with development policy. This is designed to promote a socially just, sustainable and digital transformation beyond Europe, to strengthen bilateral and regional partnerships, and to counteract one-sided dependencies.

Multilateral organisations and forums

United Nations: Since Germany joined the United Nations 50 years ago, its commitment to multilateralism and its engagement in the UN have been cornerstones of German foreign and development policy. The UN is the pivotal forum for the negotiation, implementation and further development of internationally recognised norms, standards and agreements such as the 2030 Agenda, the Addis Ababa Action Agenda and the Paris Agreement. Even after the start of the Russian war of aggression against Ukraine, the UN remains the one forum in which all states are in dialogue with each other. We are continuing to strengthen the role that the UN plays in



**50 Years
Germany in
the United Nations**
Uniting for Humanity



the rules-based international order, underpinned by international law, and will continue to work reliably with the UN. As their work is anchored in the Charter of the United Nations, and through their strong presence in their partner countries, the UN organisations are also important implementing partners for the BMZ and share its values. Our key partners in the UN system are the United Nations Development Programme (UNDP), the United Nations Children’s Fund (UNICEF), the United Nations women’s rights organisation (UN Women), the United Nations Population Fund (UNFPA) and the World Food Programme (WFP). We provide them with a high level of contributions to their institutional budgets (“core contributions”). We complement this primary form of funding with earmarked contributions to the organisations, to be used for purposes that support realisation of our priority goals (→ **see Section 3**). This mainly happens in response to crises. When we make these earmarked contributions, we make sure that the organisations have maximum leeway to use the funds to fulfil their respective mandates. Accordingly, we are committed to the UN Funding Compact. With our Funds-in-Trust financing instrument, we also support specialised smaller organisations and alliances whose work is rele-

vant to the implementation of our priority goals (→ **see Section 3**). In pursuit of UN development system reform, we are pressing for the system of UN Resident Coordinators (RC), through which the UN coordinates its development cooperation with partner governments and other actors on the ground, to be made more effective. We support Secretary-General Guterres’ Our Common Agenda initiative in order to accelerate achievement of the Sustainable Development Goals of the 2030 Agenda, and to help shape the 2024 Summit of the Future. Another of our aims is to make the UN fit for the future → **see box on Gender for a UN 2.0**. At the Conferences of the Parties on climate change and biodiversity, we advocate for ambitious and concrete outcomes and for their realisation in practice.

Gender for a UN 2.0 – multilateral initiative for feminist development policy

We support the UN Secretary-General's initiative to structurally align the UN system with gender equality. This is also taking place as part of Our Common Agenda. Here we will begin with the Secretary-General's review of the gender architecture of the entire UN system. In line with our feminist development policy, we will support this process. Through our steering and supervisory role, we intend to shape the actions, strategies and goals of the UN institutions in a way that is gender-transformative, and promote concrete joint initiatives between UN institutions, such as UN Women and UNDP.

Multilateral development banks: Like no other actor in the multilateral system, the World Bank and regional development banks mobilise urgently needed financing and combine it with cross-country and cross-thematic expertise. This is especially important in times of crisis, though not only then. During a crisis it is often difficult for partner countries to obtain financing on market terms. The multilateral development banks are key partners of the BMZ when it comes to supporting partner countries in shaping the policy frameworks needed for socio-ecological transition. Here we advocate the use of policy- and results-based lending and financing. To place the work of the banks on a contemporary footing, we support the reform of the World Bank with a view to aligning its lending more closely with the protection of global public goods → *see box on World Bank reform*.

The Group of 7 (G7) and Group of 20 (G20): In today's multipolar world, we attach increasing importance to informal multilateral forums, and especially the G7 and G20. We actively support the respective presidencies of our G7 and G20 partners. We also work to help ensure that both the G7 and the G20 – whose members include Russia – address the global consequences of the Russian war of aggression against Ukraine.

We also draw on the G7 as a group that helps shape the political agenda and instigate political processes. For example, through the G7 we are launching new long-term partnerships for a socially just transition to climate neutrality (**JETP, PGII**). We often design G7 initiatives together with our partner countries. Through joint initiatives we aim to generate results beyond the G7, for instance in the G20, and to achieve long-term impact in the multilateral system, for example at the World Bank or in the UN system. G7 initiatives are thus supported by numerous other countries → *see box on World Bank reform*; → *see box on Global Shield against Climate Risks*. The G7 is also able to respond rapidly to crises, such as the food crisis caused by the Russian war of aggression against Ukraine (**Global Alliance for Food Security [GAFS]**) or the COVID-19 pandemic. We also advocate for the G7 to be transparent in its development policy and to have an effective system of accountability.

As the key forum for international economic cooperation, the G20 is especially important because it provides high performing countries – including those in the Global South – with a forum for joint dialogue. This enables them to find sustainable solutions to global challenges – particularly in the face of global political tensions and opposing positions within the multipolar world. Together, the G20 members can help identify fair solutions to global economic, ecological and social challenges. This includes, for instance, joint measures to manage and prevent debt crises, and mobilisation of the resources needed to achieve the goals of the 2030 Agenda. To give the growing populations on the African continent an appropriate voice, we actively support the inclusion of the African Union as a new member of the G20.

Strategic partnerships in a multipolar world

In a multipolar world characterised by rivalry between different systems, we choose diverse and carefully managed partnerships between sovereign and equal partners as a crucial way to achieve our development policy goals, protect our interests and uphold our values. We avoid exacerbating geopolitical tensions, and help to strengthen the international rules-based order. Where possible we emphasise the advantages of what we have to offer, without presenting this as a counter-model to the offerings of other countries.

We work together closely and on a long-term basis with like-minded partners. These partnerships are based on broadly overlapping goals, values and interests. In the face of geopolitical tensions, we are investing more than ever before in these relationships in formal and informal formats. This will enable us to advocate for reforms and the further development of legitimate and capable multilateral organisations and forums equipped for the demands of today and tomorrow → **see box on World Bank reform** so as to strengthen the sustainability of the multilateral system. This is evident in the informal talks of the Utstein Group, for instance. Revived by the BMZ, this is a forum where the world's largest donor countries exchange views on reform initiatives in the UN development system. We are also doing this by expanding our network to include new like-minded partners.

We attach great importance to relations with countries of global and regional significance in Africa (**Africa Strategy**), Latin America (**Position Paper on Latin America**), the Middle East and Asia – especially Brazil, China, India, Indonesia, Mexico, Peru, South Africa and Viet Nam (which the BMZ classifies as “**global partners**”). As high performers with regional importance and visibility, these countries will have a significant influence on how the coming decades unfold. This influence also extends to BMZ partner countries in which we implement joint projects, for instance in **triangular cooperation arrangements**.

With these countries of global and regional importance, we seek long-term, constructive and frank dialogue on global challenges and joint solutions, especially regarding the protection of global public goods. We also discuss with them their special regional and global responsibility, and their potential to use their own resources to solve pressing challenges.

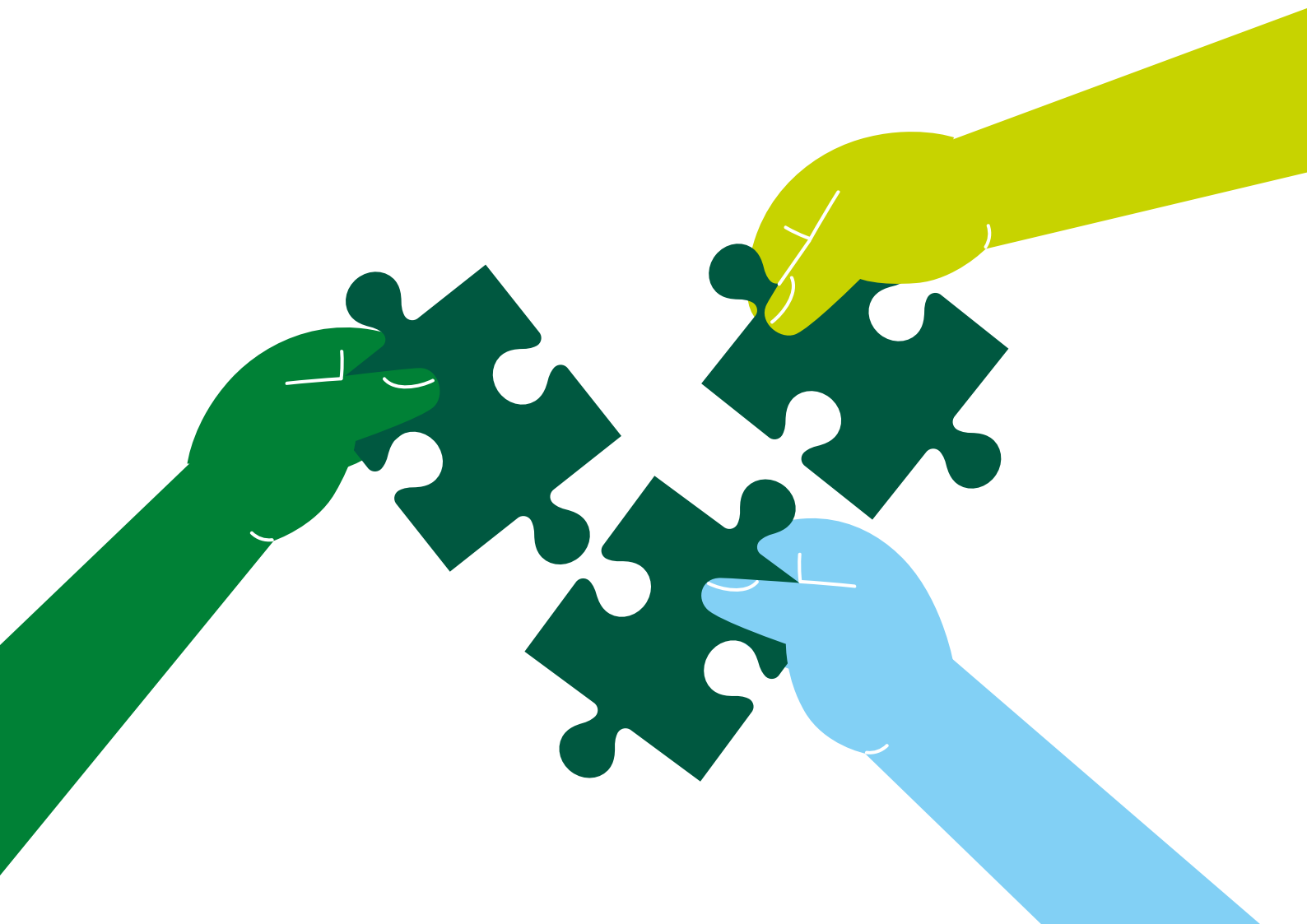
China (**German government's China Strategy**) we see as a partner, a competitor and also a systemic rival. In recent years, the elements of systemic rivalry and the competition which this produces have come to the fore. China has become a power that shapes the multilateral system and the rules-based international order. As a permanent member of the United Nations Security Council, China holds global responsibility. Together with like-minded actors, we strive above all to help prevent universal human rights standards being undermined. At the same time, we see China as an important partner without which many global challenges and crises cannot be solved. Particularly in times of heightened geopolitical tensions, we see multilateral institutions as a place for constructive dialogue with China in the spirit of the 2030 Agenda, and for the provision and protection of global public goods. The global development agenda should remain a common reference point for all states in their engagement in multilateral organisations.

Today's Russia, on the other hand, will remain the greatest threat to peace and security in the Euro-Atlantic area for the foreseeable future. It is undermining the 2030 Agenda's Sustainable Development Goals. We are addressing this fact systematically by curbing Russia's destructive influence in multilateral organisations and forums.

We cannot adequately address all development challenges within the existing multilateral system or with like-minded partners. This is why, in order to address specific issues ad hoc, we enter into temporary, agile alliances with all the states and non-state actors necessary to achieve whatever goal is concerned. We ensure that agile alliances complement the multilateral system meaningfully and, where necessary, we help to prompt reforms that will enable the system to appropriately address these challenges in the future. We also enter into agile alliances with states or non-state actors with which we have not previously collaborated, for instance because they do not fully share our values and principles. In these cases, we believe the urgency of the issue in question – such as containing food crises – outweighs the importance of shared values. Within these agile alliances we are able to deliver targeted and rapid responses. Together with ambitious partners, we also use such alliances to garner support for our goals and prompt reforms of multilateral organisations
→ see box on *Global Shield against Climate Risks*.

We continuously review agile alliances based on the development needs and interests of our partner countries in the given situation, and measured against our values and interests. We always ensure that development cooperation does not serve to strengthen values and systems which we reject.

With a vibrant civil society we are able to achieve shared goals in the multilateral system. This is why we safeguard and expand civil society spaces, which are shrinking increasingly worldwide. We do this by actively involving national and international civil society in multilateral coordination and consultation processes. We take specific steps to strengthen civil society and the participation of civil society groups. We support and are actively involved in **multi-stakeholder partnerships** that accord civil society a strong role.



3 Priorities of the BMZ's multilateral development policy

With its high political legitimacy, financial clout and reach, the multilateral system can multiply the options available to us for **realising our development policy priorities**. It allows common interests and goals to be realised more effectively and coherently.

To accelerate implementation of the 2030 Agenda for Sustainable Development and ensure achievement of the 17 Sustainable Development Goals by 2030, we are prioritising the following areas of our multilateral development policy (see the implementation recommendations of the **UN Global Sustainable Development Report**).

Reduce hunger, malnutrition, poverty and inequality

Reducing hunger, malnutrition, poverty and inequality requires, amongst other things, sustainable agricultural and food systems, decent jobs, strong social protection systems and better education opportunities, especially for girls. We support implementation of the global agenda for sustainable agricultural and food systems in partner countries, as agreed in the Rio Conventions and at the UN Food Systems Summit. In the EU's trade policy we advocate fair production conditions for the exporting countries and fair living conditions for the people there. Social protection is one key lever for safeguarding people against poverty and hunger in crises, and against life-threatening impacts of climate change, biodiversity loss and environmental pollution. When severe weather events destroy harvests, for instance, insurance must be available to ensure the survival of the affected farmers. Jobs must include social security entitlements, thus enabling people to earn a decent income. Our multilateral

engagement includes the following elements

→ **see box on Sahel+**:

- In the **Global Alliance for Food Security (GAFS)**, which was launched under Germany's G7 Presidency in 2022, we are working with multilateral partners to strengthen programmes for the short-, medium- and long-term transformation of agricultural and food systems. We are implementing corresponding initiatives in and with partner countries. We are also using the knowledge gained in the process to further improve the coordinating role of the Alliance. Through the GAFS we can be effective and precise in responding to crises, however suddenly they may arise.
- In the **UN Global Accelerator on Jobs and Social Protection for Just Transitions** we are helping to build sustainable and resilient employment and social protection structures in our partner countries. We are doing this together with other donor countries and with the expertise of the International Labour Organization (ILO), the implementation knowledge of the WFP and the financial strength of the World Bank.
- To accelerate progress on the 2030 Agenda, we are working together with the UN Sustainable Development Group and the specialised UN agencies for agriculture, food security and rural development, such as the International Fund for Agricultural Development (IFAD), to support partner countries in restructuring their food and agricultural systems for climate-resilient, sustainable and crisis-proof food security. It is above all the expertise and operational range of the specialised agencies that are crucial here.



Just transition

Climate and biodiversity protection requires far-reaching structural adjustments worldwide. These create enormous challenges for people. One example is coal miners losing their jobs as a result of the necessary decarbonisation of the energy sector. In many societies this is becoming a problem. Consequently, we advocate tying the coal phase-out to the accelerated expansion of renewables, and making this transition socially just. It is crucially important to improve access to energy, but equally important to create sustainable and decent jobs, as well as to establish and expand social protection systems. This way we help make societies more crisis-resilient. Both the socio-ecological transition and the technological transformation for sustainable energy supply and a climate-neutral economy require a high level of investment, as well as multilateral alliances. The issues we are addressing at the multilateral level include:

→ We aim to create global and national frameworks for mobilising the capital required, especially for local investment in our partner countries. With this in mind, we advocate reforming the international debt architecture and cooperating on international taxation. We also want to change the multilateral development banks' business model so that it contributes to climate and biodiversity finance, especially in the poorest and most vulnerable countries → **see box on World Bank reform**. Together with other donor countries we are helping to provide the required financing, especially where private finance is difficult to mobilise, for instance in the case of climate-related damage. Within the international climate finance architecture – which includes, in particular, the Green Climate Fund, the Global Environment Facility and the Climate Investment Funds – our goal is to create improved access to funding for the necessary adaptation and mitigation measures and biodiversity conservation in countries of the Global South.

- We are strengthening the standard-setting capabilities of multilateral organisations. We will also use these capabilities in the World Trade Organization and through EU trade agreements to help make development, industrial and trade policy in and with our partner countries environmentally sound, socially inclusive and conducive to job creation in future-oriented green industries.
- To protect poor and disadvantaged population groups against both climate and environmental risks, and negative impacts of climate change-related processes, we rely on initiatives such as the Global Shield against Climate Risks to strengthen resilience → *see box on Global Shield against Climate Risks.*
- Under the German G7 Presidency we launched the Just Energy Transition Partnerships (**JETP**) with Indonesia, Senegal and Viet Nam based on the model of the JETP with South Africa. Through these partnerships we wish to support the policy frameworks in these countries for a socially just energy transition, and mobilise the necessary investment together with the G7 and like-minded G20 partners and the private sector. Negotiations with possible further JETP partner countries are under way. JETPs are one example of how we implement development policy priorities in agile alliances, and multiply the reach of our priorities with the support of multilateral organisations, in this case chiefly the World Bank, the African Development Bank and the Asian Development Bank.

World Bank reform – structural reform for effective and efficient multilateral organisations of the future

Following the G7 decisions under the German Presidency in 2022, we are working in the World Bank's decision-making bodies to ensure that the Bank focuses its business model more strongly on the protection and provision of global public goods. The aim is for the World Bank to become a real transformation bank. This means mobilising the resources needed to reduce poverty and inequality, adapt to climate change, protect the climate and biodiversity, prevent pandemics and promote peace and security. The Bank also needs to align its business aims accordingly. Moreover, the reform aims to drive forward a holistic approach to mobilising the private sector for sustainable and inclusive development and transformation. This should systematically link the creation of enabling

frameworks for the development of markets with private sector engagement and incentives for private investment. The reform will preserve the World Bank's AAA rating and preferred creditor status, in order to maintain its favourable refinancing conditions. The regional development banks also need to review their business models with regard to possible improvements along these lines. In the G20 we are advocating for financially strong development banks that use private capital, climate risk assessment and new financing instruments to increase their financial leverage in the face of global challenges. And they too should see the protection and provision of global public goods as an important cross-cutting task. We are thus supporting transformative reforms in multilateral organisations, in order to create a more effective and efficient multilateral system for the future.

Global health and bodily autonomy

People's personal autonomy with respect to their own lives, health and bodies is key to social and economic development. To achieve this we need strong health systems. We learned from the COVID-19 pandemic that we are only safe from pandemics if we nip them in the bud. Multilateral organisations can have great reach with regard to pandemic preparedness and healthcare, as well as access to sexual and reproductive health and rights. Our multilateral engagement is therefore key to achieving the SDGs for global health. The areas where we are engaging multilaterally include:

- We support the establishment and strengthening of inclusive and resilient health systems in our partner countries, and make a major contribution towards building local vaccine manufacturing capacities, particularly in Africa. To achieve this we are combining our multilateral engagement, for instance through Gavi, the Vaccine Alliance, the multi-stakeholder partnership in the **Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM)** and the Global Polio Eradication Initiative (GPEI), with bilateral engagement. As part of these efforts we are strengthening and utilising the normative and coordinating strength of the World Health Organization (WHO).
- We support the German government's commitment to conclusion of the international agreement on pandemics in 2024, with the aim of defining common standards and rules for global pandemic prevention and preparedness.
- The BMZ is also supporting the establishment and development of the Pandemic Fund, as a contribution to effective global pandemic prevention and preparedness with early warning and surveillance systems.
- With the extensive knowledge and reach of the Quadripartite partners (the WHO, the UN Food and Agricultural Organization [FAO], the UN Environment Programme [UNEP] and the World Organisation for Animal Health [WOAH]), we are establishing and implement-

ing the **One Health approach**. This is designed to mitigate environment-related health risks, and improve the health of people, animals and the environment.

- We are strengthening the UNFPA and the World Bank's Global Financing Facility (GFF), in order to improve access to **sexual and reproductive health** services.

Gender equality and feminist development policy

Gender equality is key to achieving the 17 Sustainable Development Goals of the 2030 Agenda. In line with our feminist development policy, we are working to strengthen the rights, resources and representation of women, girls and marginalised groups in all their diversity, including LGBTIQ+ persons, indigenous peoples and local communities, as well as people with disabilities, in and with multilateral organisations worldwide. Here we are using the legitimacy and the reach of multilateral organisations for political dialogue. Together we launch initiatives and coordinate their implementation. The initiatives we are pursuing multilaterally include:

- We are working to help ensure that the EU implements its Neighbourhood, Development Cooperation and International Cooperation Instrument – Global Europe (NDICC-GE), and its EU Gender Action Plan III (including EU trade agreements).
- We are advocating for the systematic mainstreaming of feminist approaches in strategy processes and official bodies of the UN organisations, the multilateral climate funds, the World Bank and the regional development banks → **see box on Gender for a UN 2.0**.
- We are strengthening UN Women as the sole multilateral organisation with a core mandate for gender equality and women's empowerment, and working to help enable UN Women generate even greater impact across the UN system through its triple mandate of operational, coordinating and standard-setting work.

- We are actively involved in the global feminist multi-stakeholder partnership Generation Equality Forum. Here we aim to form broad coalitions for feminist approaches and joint positions against the growing anti-gender movement. We are engaged inter alia within the action coalitions on “economic justice and rights” and “gender-based violence”.
- We remain firmly committed to ambitious G7 and G20 agreements on gender equality. In particular, we will argue the case for the recognition, reduction and redistribution of unpaid care work, and for moving higher up the international agenda the issue of appropriate remuneration and trade union representation in collective bargaining for paid care occupations.
- We will continue our vigorous commitment to the Women Entrepreneurs Finance Initiative (We-Fi), in order to promote women-led enterprises worldwide.
- Together with the Hashemite Kingdom of Jordan and the International Disability Alliance, we will host the Global Disability Summit 2025 in order to advance the rights and inclusion of all persons with disabilities in development cooperation and reduce stigma.

Resilience and development-oriented approaches in situations of crisis and contexts of displacement and migration

Besides preventing crises and conflicts, we also aim to help make societies more crisis-resilient in the medium to long term, and thus also make each and every individual safer in situations of crisis and contexts of displacement. Within the German government, the BMZ thus helps to ensure that humanitarian assistance, development cooperation and peacebuilding are dovetailed swiftly and precisely (→ *HDP Nexus*, see *Section 1*).



In strategic partnerships with UN organisations, we advocate for coordinated cooperation within the HDP Nexus based on a division of tasks, in order to achieve efficiency, effectiveness and sustainability when implementing the Global Compact on Refugees and the Global Compact for Migration. For example, together with the International Organization for Migration (IOM) and UN Women we are working to help ensure safe, orderly and regular migration.

UN organisations with extensive reach plus local presence such as UNICEF, UNHCR or WFP, and with their status under international law, enable access to the affected population. This is the case even in situations where state structures are weak or risk is high. The following are some examples of the initiatives in which we are involved together with multilateral organisations → **see box on Sahel+**:

- Together with ILO we are strengthening employment creation in Jordanian and Lebanese municipalities that are hosting Syrian refugees in response to the refugee crisis in the Middle East. Our efforts to promote short-term employment and infrastructure rehabilitation are complemented by the ILO's dialogue with the partner governments on labour market policy, for instance with regard to labour standards, minimum wage and social protection.
- In the regional project **R-WASH**, thanks to the operational reach of UNICEF and UNHCR, we are creating access to safe and sustainable water supply and sanitation for refugees and host communities in East Africa. At selected sites in Ethiopia, Uganda, Somalia and Sudan, drinking water supply and sanitation infrastructure is being built and expanded. At the same time, local water supply companies are being supported in expanding their capacities. The costs of water supply have been drastically reduced. German Technical Cooperation is also advising national and local public administrations in individual countries on sustainable water supply and sanitation.

- We are supporting the UN Education Cannot Wait (ECW) Fund, which helps provide education for children and young people in refugee and crisis contexts. By combining short-term funding with medium-term funding, the ECW improves the multilateral system for education in emergencies and protracted crises.

Just digital transition

German development policy champions an international digital policy that seeks a just balancing of interests based on European standards, enabling the opportunities of the digital transformation to be shared fairly worldwide. Our digital policy differs from both the state-centred model and the market-centred model. Its goal is a socio-ecological transition that gives people sovereignty over their data, prevents the misuse of data and also minimises the risks of digitalisation such as social exclusion and further CO₂ emissions. We are working with our partners, such as the EU, G7, G20, the International Telecommunication Union (ITU), UNDP and the **Smart Africa Alliance**, for the sustainable digital development of our partner countries. Examples of our multilateral engagement for these goals include:

- We are involved in Team Europe Initiatives such as EU Digital 4 Development (D4D). Here we aim to help bridge the digital divide between the genders, reduce CO₂ emissions caused by digitalisation and contribute to climate action with digital solutions.
- With the GovStack initiative, together with Estonia, the ITU and the Digital Impact Alliance (DIAL), we have been making governance services available as digital public goods – i.e. as freely available and open source software – in Ukraine, Egypt, Rwanda and Kenya, among other countries, since 2021. GovStack is thus enabling and improving access to services that are important – sometimes vitally so – such as health, education and welfare benefits.

Summary

This strategy describes the priorities we set when shaping multilateral solutions to global development challenges. The overarching goal of our multilateral development policy is social justice worldwide. To this end, we are now moving the protection and provision of global public goods, and the establishment and expansion of social protection systems, more centre stage. This will enable us to sustainably reduce the causes of poverty, hunger and inequality. We will use various levers to achieve this transformation. These will include reforms to strengthen the multilateral system → *see box on World Bank reform*; → *see box on Gender for a UN 2.0*, and – to boost the resilience of countries and societies – structural development approaches and implementation of the HDP Nexus → *see box on Sahel+*.

We will move these issues forward together with and in the multilateral organisations, as well as in initiatives involving diverse partnerships with state and non-state actors → *see box on Global Shield against Climate Risks*. We will diversify and deepen partnerships even further, and strengthen our partner countries in the multilateral system. This is German development policy's mid-term contribution to the 2030 Agenda, with a view to bringing achievement of the Sustainable Development Goals back on track.



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