

THE IMPORTANCE OF SUSTAINABLE MOBILITY TO CLIMATE AND DEVELOPMENT – IS DENMARK READY TO PLAY A PART?



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Acronyms

CHAMP	Coalition for High Ambition Multilevel Partnerships for Climate Action
COP	Conference of the Parties (to the Climate Convention)
DSIF	Danida Sustainable Infrastructure Finance
EMDE	Emerging Markets and Developing Economies
GCF	Global Climate Fund
GFDT	Global Facility to Decarbonize Transport
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
HIC	High-Income Countries
IFU	Investeringsfonden for Udviklingslande (Investment Fund for Development Countries)
ITF	International Transport Forum
LMIC	Low- and Middle-Income Countries
MDB	Multilateral Development Banks
MoFA	Ministry of Foreign Affairs
MoT	Ministry of Transport
MYC	MobiliseYourCity
ODA	Official Development Assistance
NDC	Nationally Determined Contributions
SDG	Sustainable Development Goals
SSC	Strategic Sector Collaboration
UNFCCC	United Nations Framework Convention in Climate Change

Executive Summary

More than **70% of all journeys** in Low- and Middle-Income Countries (LMICs) of the Global South¹ are taken on foot. In Africa alone, **450 million people** remain unconnected to transport infrastructure and systems. In some countries **three in five non-working women** state that the lack of affordable, safe, and reliable transport prevents them from looking for work.

Despite such critical mobility barriers, it is projected that **all future growth in global transport CO2 emissions towards 2050** will likely occur in Low-Income regions of the Global South, due to factors like rapid urbanization, fossil-fuel driven motorization, and insufficient capacity for decarbonisation of transport systems. This could **almost eliminate the entire global climate gain** expected from shifting to more efficient electric transport in High-Income Countries (HIC's). A recent study based on data for 6,000 African cities for example projects that fossil energy demand from motorizing transport in those cities **could triple by 2050** compared with today. According to UNEP's Emissions Gap Report 2022, transportation is **one of five sectors that needs rapid and systemic transformation** to achieve the temperature goals of the Paris Agreement.

In addition, unsafe road **traffic kills more than one million people in LMIC's every year**, and traffic accidents in now **the leading cause of deaths** for children and young people aged 5–29 in the Global South. On top of this, climate related disruptions to transport connections have severe impacts on the economy, social well-being, and security of communities. For example, costs of disrupted infrastructure connections to households and companies in LMIC's have been estimated to **at least \$390 billion a year**, even without available data for most transport related disruption costs.

Providing access to goods and services through sustainable and resilient mobility options for people and businesses across all regions of the Global South is therefore a strong, but **so far vastly underutilized lever for combatting poverty for millions of inhabitants**, while also being essential for fulfilling both the Paris Agreement on Climate Change and the UN Sustainable Development Goals.

To overcome those challenges, transport systems and mobility services² in LMIC's **must be massively enhanced and consolidated**, while also **urgently shifted away from current trajectories** dominated by urban sprawl, individual fossil motorisation, proliferation of dangerous and polluting vehicles, inequitable access opportunities for women, low-income families, and other vulnerable groups, and a critical dependence on inadequate and often non-resilient infrastructures.

As promisingly demonstrated by the ITF Transport Outlook 2023 **trillions of dollars for road construction and maintenance costs could be saved** by a global shift towards more sustainable mobility systems and modes, major parts if this potentially to be captured in the Global South. while additional massive savings could be obtained by **ending fossil fuel subsidies**, which would not only help reducing global CO₂ emissions with up to a 43 % below baseline levels in 2030, but also help pave the ways for alternative, non-fossil forms of mobility **and** raise revenues of up to 3.6 percent of global GDP.

Yet it is clear, that LMICs do not by themselves possess the full capacity, finance, or technical resources to turn current highly unsustainable trends around and reap the extensive potential benefits

¹ In this report we address Low- and Middle-Income Countries (LMICs) following the World Bank classification that currently includes 135 nations in the categories Low, Lower-Middle, and Upper-Middle income. For variation we also apply the broad term “the Global South” to indicate the same group of nations even if this is a less accurate descriptor.

² Throughout this report we use ‘transport’ and ‘mobility’ (with or without ‘Sustainable’ first) in roughly the same meaning, reflecting what is common use in policy documents, although ‘Mobility’ indicates a broader view encompassing the, capacity and culture for movement, in addition to mere transport itself.

from their transformation. ***A much stronger global effort including support from High-Income Countries, Development Banks, private investors, and other sources is highly warranted.***

An important facilitating component in this context is global Official Development Assistance (ODA). The United Nations recommends, that countries allocate 0.7% of their Gross National Income for ODA (which today four High Income Countries deliver). Our scrutiny of official ODA statistics reveals that ***only around 6% of ODA is today allocated to the transport sector.*** Also critically, there is so far no official tracking of how much (or little) of this fraction is dedicated to sustainable mobility, such as for sustainable modes, transport decarbonisation, resilient infrastructure, enhancing road safety or providing equitable access for lower-income populations.

When looking in more detail at the three largest ODA donor countries in Europe, Germany, France, and the UK, we are encouraged to see that despite modest shares to transport in general (except for France providing 1,1 billion € or 8.4% of its total bilateral ODA to this sector), all three countries are ***engaged in different types of support for sustainable transport for LMICs;*** France for example with much attention to urban passenger transport in cities; Germany increasingly engaged in climate mitigation via transport electrification, and the UK with a strong focus on development research, including major projects on climate adaptation. France and Germany are also major co-funders of key ***multilateral sustainable transport initiatives.***

CONCITO's home country of Denmark is one of the four countries in the world currently delivering 0.7 of GNI for ODA. Yet, our analysis uncovers that ***almost none of Denmark's bilateral ODA is directed to transport,*** just like we find little other evidence of Denmark being engaged for sustainable transport in the Global South, although Denmark does support some major multilateral green initiatives that do include transport in their portfolios.

This limited direct engagement occurs ***despite*** Denmark aiming strongly to integrate climate and sustainability goals with poverty eradication in its expanding development agenda, and ***despite*** Denmark being a society with globally recognised top-level performance in key dimensions of sustainable mobility such as urban planning, renewable energy provision, walking and cycling, and efficient logistics and infrastructure.

We do, however not interpret this limited engagement from the Danish side as based on explicit strategic deselection or other irreversible factors. On the contrary, we find that ***a focus on sustainable transport could provide logical reinforcements to many of the already existing themes and priorities of Danish development policy.*** And it would also make sense considering the growing strategic importance offered to Infrastructure as evidenced for example by China's *Belt and Road Initiative*, the EU's *Global Gateway Initiative*, and G7's *Partnership for Global Infrastructure and Investment (PGI)*..

Meanwhile, on the global scene we observe a clear recognition of the urgent need for support to sustainable low carbon mobility and resilient infrastructure in the Global South. This is evidenced for example by declarations from United Nations entities, by regional bodies like the African Union, by reports, events and initiatives hosted by Multilateral Development Banks, and other organizations around the globe.

As global signs of this recognition - and as potential platforms for coordinated action - the UN General Assembly has instigated ***November 26th as an annual Sustainable Transport Day,*** while more importantly the Assembly recently declared ***a full Decade for Sustainable Transport to begin in 2026,*** with a series of preparatory meetings and other key events ahead (see figure 1).

In this way ***the need is clear,*** and ***the scene is set*** for global leadership for sustainable low carbon resilient transport and mobility. Our question is now: ***Is Denmark is ready to play a part?***

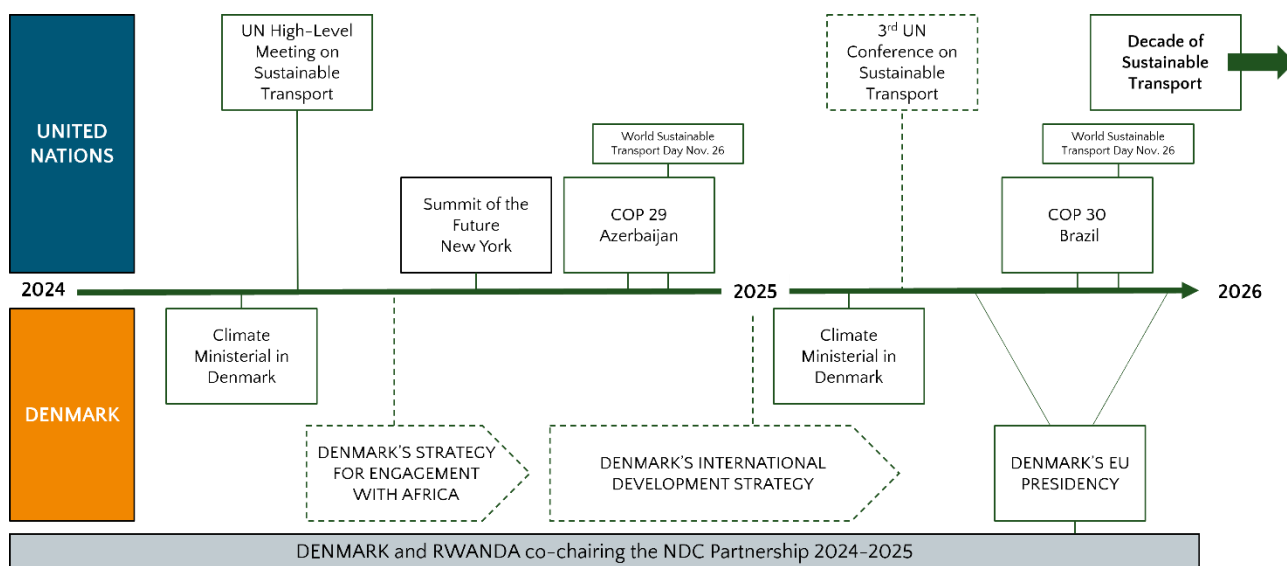


Figure 1 Momentum for Transport in Climate and Sustainability Policy making.

Our answer, as unfolded through this report, is a conditional **yes**, ...

The detailed analysis uncovers that Denmark does seem to command ample resources, instruments, partnerships, and opportunities, offering excellent opportunities for supporting countries and cities of the Global South in their needs and action agendas for sustainable and resilient mobility.

Yet, as we shall also see, these conditions and opportunities are today largely inactive and little acknowledged by any current policies, strategies or institutional arrangement of relevant Danish authorities and support programs.

With this report we therefore wish to inform and inspire Danish public and private stakeholders to respond proactively to the challenges and opportunities for sustainable low carbon, resilient mobility in the Global South; and more specifically to help engage Danish Government as well as other Danish stakeholders in a continued dialogue on how to step-up this agenda in Denmark and internationally.

The report is based on a review of recent international literature and policy documents, a scrutiny of international and Danish development policy and ODA data, and a set of meetings and dialogue events with a broad range of Danish stakeholders.

This report identifies several possible avenues and opportunities for Denmark's foreign policy taking more direct action for sustainable transport and leads to **19 specific recommendations for action by the Danish Government and other actors**, which are developed through the analysis.

The recommendations are explained in Chapter 6 while also listed below.

A. NATIONAL LEVEL

1. Prepare a **strategic analysis** on **how to best incorporate sustainable transport as a topic area in the Government's upcoming international development strategy**, for example by deepening the present (our) analysis and consulting stakeholders and experts, aiming towards identifying relevant objectives, intervention areas, modalities, partners, levels of ambition, and timing for each element.

Two examples of possible **outcomes** of the analysis, at a higher and a lower level, of ambition could be:

a) **Incorporating Sustainable, Low carbon resilient mobility** as a high-level priority area in the development strategy, to be materialized through several modalities such as country partnerships, Strategic Sector Corporations, a plan for how Danish ODA could help pioneer and derisk public and commercial investments in sustainable transport (aligned with funding from Development Banks and Funds), engagement in one or more multilateral initiatives for sustainable transport, plus an active role in shaping and implementing the UN Decade of Sustainable Transport.

b) **Preparing a dedicated guidance document** for the provision of support to sustainable low carbon resilient transport solutions and projects, similar to the MoFA's existing 'How-to' guidelines. The note could for example cover areas such as governance frameworks for mobility planning, decarbonizing passenger and freight transport; mobility for disadvantaged population groups in rural or urban areas, and/or resilience of transport infrastructure, depending on the outcome of the strategic analysis.

2. Ensure that **Government's upcoming Strategy for engagement with Africa** will at some level incorporate sustainable low carbon resilient transport and infrastructure among the areas for potential collaboration with African country partners and the African Union, thereby responding directly to calls for support for transport in the *African Union Climate Change and Resilient Development Strategy and Action Plan* of 2023, which emphasizes i.e. climate-aware transport planning capacity, project financing and evaluation requirements, and adapting road standards to resilient designs, and walking and cycling. *A similar recommendation was included in [CONCITO's already submitted recommendations to the upcoming Strategy for engagement with Africa](#).*

3. **Engage the Danish Ministry of Transport (MoT) in preparing and implementing a Strategic Sector Cooperation (SSC) program** targeting governance and planning for low carbon resilient transport in the Global South. This would involve consultations with MOTs in Danish country partners regarding national concerns needs and priorities, matching them to Danish competencies; as well as potentially other countries with significant interest and likelihood to benefit from Danish support and capacity building. *A similar recommendation was included in [CONCITO's already submitted recommendations to the upcoming Strategy for engagement with Africa](#).*

4. **When reviewing existing Country Partnerships within Denmark's International development policy** which currently have an **energy** focus, or when entering new partnerships, invite partner countries to incorporate any interest in collaboration on **transport as an energy end-use sector**, including potential needs such as energy efficient mobility planning, energy efficient transport terminals, transport electrification, etc.

5. **When reviewing existing Country Partnerships within Denmark's International development policy** which currently have a **resilience** focus, or when entering new partnerships, invite partner countries to incorporate any interest in collaboration on for example climate adaptation of critical transport infrastructure integrating nature-based solutions; or planning for climate resilient mobility services for low-income communities at risk.

6. Invite the IFU to conduct a top-down sector-based analysis of needs and opportunities for commercial green investments within the transport and mobility area, either by itself, or in partnership with one or more MDBs that already have portfolios in this area. If the analysis succeeds to identify promising sub-sectors, geographies and finance instruments (including guarantees reducing the risk of private investors), a new strategic investment area on mobility could be opened by the IFU and/or included in IFUs joint engagements with other financing bodies, like MDBs or pension funds.

7. Engage the Danish Ministry of Industry, Business and Financial Affairs in mapping relevant Danish business clusters and 'ecosystems' potentially supporting a climate and sustainability-oriented development strategy. This should include the transport, mobility, and infrastructure area, building on the European Commission's newly published *Transition pathway for the EU mobility industrial ecosystem*. A concrete example to explore could be a potential Danish business cluster for cycling (covering e.g. cycle planning and infrastructure, cargo-bike, and electric bike industries, with accompanying service, innovation etc.), as currently being discussed among a group of businesses and stakeholders around Copenhagen.

8. Implement a strategy for Danish bicycle diplomacy across all Denmark's Green Frontline Missions raising the Danish 'brand' of a cycling nation and inviting Partner Countries to access documentation and experience and connect to Danish businesses, and planning and governance experts e.

9. Invite relevant Danish networks such as the Climate Alliance of municipalities together with green international partnership organizations like C40 and P4G for a dialogue on needs and potentials for Danish support to ongoing or new Capacity Building efforts in the green mobility area, utilizing national mechanisms like SSC's, multilateral development programs like MYC, GFDT, the CHAMP framework or other potential platforms and segways.

10. Prepare a sustainable transport research stream e.g. via the DANIDA Fellowship Centre, in consultation with research partners including institutions and think tanks in the Global South, in preparation for the upcoming UN Decade for Sustainable Transport and responding to the African Union's proposal to "... invest in research around the 'just transition' to low-emission, resilient mobility in African cities through a continental knowledge platform."

B. EUROPEAN LEVEL

11. In Denmark's upcoming EU Presidency in the second half of 2025 address sustainable low carbon resilient transport among the priorities for Europe's global engagements. This could for example include,

- (6a) Advancing transport related items in the preparations for the EU position at COP 30 in Brazil in 2025 (e.g. accelerating and further raising ambitions for key decisions of the First Global Stocktake at COP 28, such as *the transitioning away from fossil fuels; reduction of emissions from road transport, phasing out inefficient fossil fuel subsidies, and transformational adaptation action,*)
- (6b) Promoting a strengthened integrated approach to sustainable mobility across the five pillars of the EU Global Gateway Strategy.

12. Attend the German Chancellor's Hamburg Sustainability conference in October 2024 and other events with a view to seek partnerships in promoting sustainable transport among European priorities

13. Accept invitations by the Dutch Government and others to join the ACTIVE program on capacity building for Active Mobility (walking and cycling), educating 10.000 experts in the Global South and supporting the proposed investment program with minimum 1 million. Euro per year in 2025-2030 (as announced at the VeloCity conference in Ghent in June 2024).

C. GLOBAL LEVEL

14. Assume an active role in **international policy dialogues on climate and development finance**, promoting initiatives to eliminate inefficient fossil fuel subsidies to enhance Domestic Resource Mobilization, provide significant additional funding for LMIC's including for transport decarbonization and infrastructure resilience (especially for the latter which is current massively underfunded, and ideally combining the two), and promote innovative finance like the IMO tax on international shipping with a dual purpose of taxing externalities and providing additional finance for countries in most need.

15. Use Denmark's present position as co-chair of the **NDC partnership** to (in line with recommendations from the SLOCAT partnership) help secure attention to and support for integrated transport strategies within the next generation of NDC's, combining decarbonization with resilient infrastructure, and the provision of mobility options for women, low-income citizens, and other vulnerable groups in the Global South.

16. Engage in the upcoming **Decade of Action for Sustainable Transport 2026-36**, beginning by attending preparatory events and exploring opportunities for forming a coalition of like-minded countries to champion the decade, adopting a broad and ambitious approach to fulfil the directly and indirectly transport-related SDGs, advance decarbonisation and resilience of transport systems, and ensure effective monitoring, evaluation and documentation of the decade; align with participation and leadership in other upcoming international events and processes, such as the UN Summit for the Future in Sept 2024, and the COP process; as well as with domestic and EU policies and research (see previous sections)

17. Consider acting as host or **co-host Third United Nations Global Sustainable Transport Conference** to be held in 2025 or 2026 using it as platform for raising ambitions for the Decade of Sustainable Transport and for promoting effective Danish and Scandinavian governance arrangements and business models for sustainable low carbon resilient transport and infrastructure.

18. Utilize the Coalition for High Ambition Multilevel Partnerships for Climate Action (**CHAMP**) signed by Denmark and 77 other countries at COP 28, to support efforts to disseminate experience and leanings from **the unique Danish experience of the DK2020 and Climate Alliance initiatives**, in which all local authorities of the country collaboratively adopt and implement Climate Actions Plans, integrating climate mitigation and adaptation actions with sustainable development for all relevant sectors including transport.

19. As member of the **OECD Development Assistance Committee (DAC)** help raise the issue of to **improve reporting and statistics on development assistance** in the transport area, to allow operational distinction of funding along climate and sustainability criteria.

1. Introduction and background

It is now clear that international society is falling short of delivering sufficient progress on the Paris Agreement on Climate Change (UNEP 2022; 2023³); and it has recently been uncovered that halfway towards 2030, **more than 80 percent** of the Sustainable Development Goals are not on track to fulfilment (United Nations 2023).⁴

Transport⁵ is a key sector in both predicaments, **even if not fully recognized as such**. Transport is already causing around 24% global of energy-related CO₂, and after the COVID-19 pandemic, emissions from land, sea, and air transport are again on the rise. Meanwhile, transport infrastructure and mobility services are critical for delivering, but also for jeopardizing several SDGs, including SDG3 Good Health and Wellbeing, SDG 9 Resilient Infrastructure, SDG 11 Sustainable Cities and Communities, and SDG 13 Climate Action.

These critical trends reinforce the need for a transition towards **Sustainable low carbon resilient transport and mobility for all**, meaning transport systems that provide universal access and works efficiently, while being safe, and having minimal impact on environment and climate⁶. The United Nations has therefore recently declared a **Decade on Sustainable Transport**, to start in 2026⁷.

While the overall need to provide sustainable transport and mobility solutions is global, challenges are most severe in Low- and Middle-Income Countries (LMIC's) of the Global South⁸. A few examples:

- **Transport CO₂ emissions** is expected to continue rising sharply in in many LMIC's over the coming decades due to factors like growth in population, fossil-fuel driven motorization, and insufficient capacity for decarbonisation. The International Transport Forum, ITF has projected that any reductions in global transport CO₂ emissions due to electrification and cleaner technologies towards 2050 **could be almost fully outweighed by increasing transport CO₂ emissions in the Global South**.⁹
- **Global fossil fuel subsidies were \$7 trillion in 2022 or 7.1 percent of GDP**. Full fossil fuel price reform would reduce global CO₂ emissions to an estimated 43 percent in 2030, while raising revenues worth 3.6 percent of global GDP and preventing 1.6 million local air pollution deaths per year, mostly in the Global South. Hence, there is a huge potential for harvesting economic and environmental benefits by reducing fossil fuel subsidies in the transport sector, as part of the domestic resource mobilization to help finance the transitions in the Global South.¹⁰
- **Peoples access to jobs, education, health services, and markets is severely hampered by poor mobility options in many LMIC's**. On the one hand, **more than 50% of the rural population** in many countries like Sudan, Papua New Guinea, and Afghanistan lack access to an all-season road (United Nations 2023). On the other hand, **un-planned, sprawling urbanization** is progressing on a massive scale, imposing long and often unsafe journeys by inadequate means

³ UNEP (2022). Emissions Gap Report 2022: The Closing Window – Climate crisis calls for rapid transformation of societies. Nairobi. <https://www.unep.org/emissions-gap-report-2022>. UNEP (2023). Emissions Gap Report 2023: Broken Record – Temperatures hit new highs, yet world fails to cut emissions (again). Nairobi. <https://doi.org/10.59117/20.500.11822/43922>.

⁴ <https://press.un.org/en/2023/gashc4372.doc.htm>

⁵ In this report 'Transport' and 'Mobility' means roughly the same, although 'Mobility' indicates a broader view encompassing capacity and culture for movement in addition to mere transport itself.

⁶ Adapted from the [Global Mobility Report 2022](#) by the World Bank-led *Sustainable Mobility for All* Consortium

⁷ See UNGA resolution [A/C.2/78/L.27/Rev.1](#)

⁸ For this report we henceforth refer to 'Global South' as equivalent to 'LMIC's'

⁹ ITF (2023). [ITF Transport Outlook 2023](#).

¹⁰ IMF [Fossil Fuel Subsidies Data: 2023 Update](#)

of transport for millions, also adding to energy costs and pollution. **Vulnerable groups** are particularly exposed to and harmed by these trends.

- **Transport infrastructure** is increasingly subjected to impacts of extreme weather events due to climate change. More frequent flooding is washing out roads, rails, and bridges, cutting off supply chains; while storms can disrupt transport services and disconnect communities from essential services. It has been estimated that **27% of all road and rail assets of the world** are exposed to at least one major natural hazard per year. The annual costs of the direct damage may be at least \$15 billion, of which **more than half** occur in LMIC's ([SLOCAT 2023](#)).

As this Analysis will show, reversing the critical trends in transport systems and mobility patterns in LMIC's holds a rich potential to **unleash multiple synergies between decarbonation, climate adaptation, and sustainable development**. However, this will undoubtedly require **significant new or redirected** capacity building, investments, and governance frameworks for transport in many countries in the Global South. This transition could again be **catalysed and reinforced if High-Income Countries (HIC's)** would offer appropriate partnerships, assistance, technology transfer, and finance targeting sustainable mobility.

On this background CONCITO has found it timely to address the needs and opportunities for **boosting the support** for low carbon, and resilient transport and mobility in the Global South, and in particular to explore **the potential role of Denmark's** policies, competencies, and Development Assistance (ODA) for this agenda.

We highlight **Denmark** for the following reasons:

- Denmark is profiling itself as a globally responsible nation including **the commitment to provide at least 0.7% of Gross national Income (GNI)** for ODA and is currently expanding its funding sources for in particular for climate-oriented investments in LMICs,
- Danish Government has started preparations for a **new Strategy for development cooperation** and a **Strategy for engagement with Africa**, both expected to aim for further integrating climate and sustainable development, where transport would be an obvious target area.
- Denmark currently has a principal place in **key international partnerships and processes** of relevance for sustainability and climate agendas, including co-chairing the NDC Partnership, and the High-Level Working Group on Climate-Development Synergies, to be addressed at the UN Summit of the Future in September 2024.
- Danish society generally displays **global top-level performance in key dimensions of sustainable mobility** and commends significant **technical and economic capacity** within related domains such as urban planning, green electricity, active and public transport, freight logistics, and resilient infrastructure, while not being dependent on exporting oil and autos.
- Denmark also has **a strong legacy of effective, inclusive and trend setting governance** within this area, as manifest in acclaimed practices like 'Finger Planning', 'Copenhagenizing', land value capture, and competitive tendering for public transport services.
- All Danish local Governments have adopted **NetZero Climate Action Plans** (which nearly all address sustainable transport and mobility) and have formed a unique national Climate Alliance; with **potential and interest to extend collaboration and partnerships** to other parts of the World.

In spite of those observations, we found little trace on any existing Danish community or platform supporting a strategic discourse on Denmark as a society engaging globally in the sustainability

transition of the transport sector, nor on the specific role of Danish development policy in support of sustainable low carbon resilient mobility.

The purpose of our analysis and this report has therefore been twofold,

- to provide basic facts and observations on ***the role of sustainable low carbon transport and mobility in current development policies in general***; and
- to ***review the Danish context for international development and look for potential leverage points for Denmark supporting sustainable mobility transitions in the Global South***.

The report has the following chapters.

Chapter 2 provides condensed summaries on some of the key sustainable transport challenges and opportunities of relevance for LMIC's, based on recent reports and reported cases. While this topic is immense the section is kept brief, only hinting at some key issues and benefits to motivate action.

Chapter 3 addresses the role of transport and mobility in existing development policy with a narrower focus on Official Development Assistance (ODA). This is exemplified in more detail by a review of the three large European ODA donor countries Germany, France, and the UK, as well as brief introduction to some of the multi-lateral initiatives and programs in the sustainable transport field.

Chapter 4 provides a selective review of Danish development policy with a focus on climate and sustainability, zooming in on strategies institutions, and instruments, which *could potentially* provide essential framing and impetus *if* sustainable low carbon mobility was to be promoted more explicitly in upcoming new policies and decisions (as further discussed in Chapter 5).

Chapter 5 provides a cross-cutting discussion on the needs and opportunities for Denmark to move forward on this agenda, seen in the context of *Denmark's expertise and competencies* in sustainable low carbon mobility, *Denmark's arsenal of development policy instruments and resources*, and *Denmark's position within international policy architecture and processes* on climate, sustainability, and development.

Chapter 6 concludes with summary points and recommendations on potential further action in the Danish context.

The report is based on desk research during 2023 and 2024 led by Henrik Gudmundsson of CONCITO, with expert contributions from Holger Dalkmann of Berlin-based SUSTAIN2030; meetings with selected Danish stakeholders; participation in international conferences and webinars; and not least a Climate Dialogue event, involving around 30 key Danish experts and stakeholders, held at CONCITO on February 2, 2024. This session also included contributions from international experts Iman Abubaker of WRI Africa, and Daniel Bongardt, GIZ, Germany.

The program of the event is attached as Annex A.

It should be kept in mind that this brief report does not pretend to cover the above subjects in full depth, nor to apply any scientific methodologies in the various reviews. The aim is to provide initial stage-setting for subsequent analysis and action by CONCITO and hopefully others.

CONCITO is extremely grateful for the time, energy and insights committed by international experts and Danish stakeholders, which confirmed our expectation that there is an immense potential for providing synergies between decarbonisation and sustainable development within transport and mobility many areas of the Global South, and that Denmark potentially has much to offer to this agenda.

All observations and conclusions in the report are the sole responsibility of the authors and CONCITO.

2. Sustainable Mobility in LMIC's: Key challenges and benefits

This chapter will condense some of the key opportunities for releasing benefits and synergies between climate and development by supporting sustainable mobility in the Global South. Besides responding directly to calls for from LMICs themselves this could also help building stronger geopolitical connections between for example Europe and the African continent.

The following observations are based a wide range of recent credible published international references, plus additional expert input. More details can be found by following links and footnotes.

2.1 Sustainable mobility is needed to essential for moving millions out of poverty.

- Access to jobs, food, education, markets, health, and other services for millions of people in the Global South is severely hampered by lack of adequate transport systems and mobility options, a phenomenon increasingly recognized as *Transport Poverty*.¹¹
- In Africa alone, *450 million people*, or more than 70% of the total rural population, remain unconnected to transport infrastructure and systems. Rural isolation disproportionately harms the poor, older persons, persons with disabilities, children, and women. (UN DESA 2021)

"... If you go to a very remote rural area and ask people, between electricity, water supply, road, seeds for agriculture, etc. What do you want? You will be very surprised; people tell you "Road". Even women struggling daily to fetch clean water for the household will answer "Road".

– Patrick Achi, former Prime Minister, and Minister for Infrastructure, Cote d'Ivoire at *Transforming Transportation 2024*

- More than 70% of all journeys in the Global South are on foot (Lucas, 2020).¹² *Most cities of the Global South* fail to provide adequate access to safe, affordable, accessible, and sustainable transport systems for all, as mandated by SDG Target 11.2. For example, for 83 cities in sub-Saharan Africa where data is available *an average level of only 32%* of the population have this potential option at hand, with several cities scoring as low as 5 - 10% (UN Habitat 2022).
- Regardless of potential, transport services are unaffordable to use for tens of millions. The poorest 20% of households in African cities would have to spend average of 30 to 50% of their income if using motorized transit daily. It is like a vicious circle: Poverty limits mobility of the poor – and their limited mobility threatens to perpetuate their poverty due to lacking access to work. (Agora Verkehrswende & GIZ (2023)).¹³
- *Women* are typically affected more negatively by limited of access to sustainable mobility. For example, in Jordan, *three in five non-working women* state that the lack of affordable, safe, and reliable transport prevents them from looking for work. Similar stories are heard in Buenos Aires, Rio de Janeiro, Lima, Mexico City, Delhi and Bogota (World Bank 2023). On a more positive note, in rural Morocco, the enrolment of girls in primary school *increased from 17% to 54%* when their access to transport options improved (World Bank 2023).

¹¹ Benevenuto & Caulfield (2019). Poverty and transport in the global south: An overview. *Transport Policy*, Volume 79, July 2019, pp. 115-124; Del Rio et al (2023). A cross-country analysis of sustainability, transport, and energy Poverty. *npj Urban Sustainability npj* vol 3, Article 41

¹² Lucas, Karen (2020). *Transport and Social Exclusion in Global South Cities*. TInnGO Multi-stakeholder Forum: Expanding the boundaries of Gender Smart Mobility Thursday, 22nd October 2020

¹³ Agora Verkehrswende & GIZ (2023). Leapfrogging to Sustainable Transport in Africa. Twelve Insights into the Continent's Sector Transformation. <https://www.agora-verkehrswende.de/en/publications/leapfrogging-to-sustainable-transport-in-africa-twelve-insights/>

2.2 Decarbonizing transport in LMIC's is critical for mitigating global climate change.

- Despite the severe accessibility barriers for the lowest income groups, the [ITF Transport Outlook 2021](#) projected that *all future growth in global transport CO₂ emissions towards 2050 will occur in Asia, Africa, Latin America, and other LMIC regions, while emissions will decline in the OECD.* The result may be a global *status quo* in global emissions, not the urgently needed reductions. For example, from 2010 to 2021, *transport CO₂ emissions grew by 34% in Africa and 36% in Asia.*¹⁴ Towards 2030 CO₂ emissions from transport in Africa could grow *four-fold, to 730 million tons* in a scenario without significant new policies ([ITF Transport Outlook 2021](#)).
- The subsequent [ITF Transport Outlook 2023](#) envisaged a more positive alternative scenario where global transport emissions would drop in line with the Paris agreement. Among the multiple benefits to harvest in such a scenario are *upwards of \$4 trillion* global savings on infrastructure, automobile, and other costs. This will however require that LMIC's are not forced to replicate the predominant transport development model of the Global North, based on individual motorization driven by fossil fuels and large-scale road investments.
- Such alternative scenarios would involve regionally adapted strategies to *Avoid* generating unnecessary transport, to *Shift* transport to low carbon modes, and to *Improve* technology (including electrification).¹⁵ These strategies would not only contribute to climate protection; they also prevent a growing dependence on unsustainable fossil technologies ([Agora & GIZ 2023](#)). Effective strategies need to target those transport systems that are specific to the Global South including *two-wheelers, three-wheelers, minibuses, and other informal transport modes for passengers and freight movement.* For example, in Rwanda *taxi motorcycles* represent more than 32 % of all CO₂-emissions from road traffic.¹⁶
- Transformation of transport in the Global South will require massive funding which therefore also offers huge investment opportunities, *if* sufficiently stable market and governance conditions can be established. The So-called Stern/Songwe report on Climate Finance estimate a funding need for transport decarbonisation between \$500 and \$650 billion in 2030 for transport decarbonization in LMICs or between 18 and 33 % of the entire need for climate funding across all sectors ([Songwe et al 2022](#)),

2.3 Smarter urbanization can provide massive future energy and cost savings.

- Urbanization is progressing on a massive scale as global urban population increases by 1.5 million people every week ([UN, World Urbanization Prospects](#)). The outlook is especially challenging for Africa, where *nearly one billion additional people* are expected to become urbanites by 2050. Meanwhile, cities are suffering from unplanned and sprawling development. This imposes a need for long, costly, and often unsafe commutes, *which impoverishes or directly excludes even more people from having access to decent jobs.*
- A recent comprehensive study of more than 6,000 African cities found that by 2050 when the urban population is expected to double, the *energy demand from transport alone in those cities will have tripled* compared with current levels (Prieto-Curiel et al. 2023). The potential energy cost savings re therefore massive if cities in LMIC's could provide alternatives to individual motorization and reduce the spatial mismatch arising from urban sprawl. This would also reduce the already significant capital and foreign exchange outflow from the Global

¹⁴ Slocat (2023). [Transport, Climate and Sustainability Global Status Report](#), 3rd edition (p. 6)

¹⁵ For the 'Avoid-Shift-Improve' approach to low carbon transport see for example [Dalkmann & Brannigan \(2007\)](#), and [UNEP \(2022\). The Closing Window. 2022 Emissions Gap Report](#), p 46-47

¹⁶ [Republic of Rwanda \(2021\)](#)

South. For instance, Africa's annual expenditure on transport fuels already equates to approximately 2.5% of the continent's GDP.

2.4 Safer transport options can save millions of lives and billions in costs.

- Unsafe road traffic kills more than 1 million people in LMIC's every year. In addition, between 20 and 50 million people are injured in traffic crashes ([WHO 2023](#)). Traffic accidents are *the leading cause of deaths for children and young people aged 5–29 in the Global South*. 93% of all road deaths occur in LMIC's. For example, in African countries like Burundi and Burkina Faso the traffic fatality rate is over 30 people pr. 100.000 inhabitants, more than 8 times the rate in Denmark, despite Denmark's far higher motorization rate ([WHO 2023](#)).
- Apart from the tragic human effects through accidents, the economic benefits of safer transport would also be immense. A study by the World Bank using detailed data from 135 countries, has found that, on average, a 10% reduction in road traffic deaths would raise per capita real GDP by 3.6% over a 24-year horizon ([World Bank 2017](#)).

2.5 Cleaner transport options can save even more lives and health costs.

- The Lancet Commission on Pollution and Health pinpoints air pollution as the world's largest environmental risk factor for disease and premature death ([Romanello et al 2022](#)). Air pollution is now listed as the second only to malnutrition as cause of death among children under five ([Health Effects Institute 2024](#)). The WHO estimates outdoor air pollution to have caused 4.2 million premature deaths worldwide in 2019, with *89% of those occurring in low- and middle-income countries* ([WHO 2023](#)).
- Transport is one of the main causes of air pollution with Particulate Matter (PM 10 and PM 2.5) as well as Nitrogen Oxides. The Asian Development Bank estimates that *80% of the high pollution in Asian cities is attributable to transport* ([ADB 2023](#)). Road traffic is also one of the main sources of air pollution in Africa's 21 fastest-growing cities, causing there alone 110,000 premature deaths per year as of 2018 ([Agora & GIZ 2023](#)).
- A shift from motorized transport to active and public transport via safe and effective infrastructure and other measures can provide further health benefits due to physical activity that counter several Non-Communicable Diseases (NCDs). Physical *inactivity* has been estimated to be responsible for about 5 million premature deaths worldwide annually ([Lancet Pathfinder Commission 2023](#)). According to the World Health Organization active transport and increased use of public transport offer the most cost-effective route to increasing physical activity especially in urban settings. There is limited evidence to quantify net-health benefits for LMICs, although a recent review of 22 studies found walking and cycling positively associated with improved cardiovascular health, prevention of NCDs, and healthier aging in Sub-Saharan Countries.¹⁷

2.6 Resilient transport systems are fundamental to safeguard livelihoods and commerce.

- Disruptions to transport services can have severe impacts on the economy, social well-being and security of communities and will often affect the least well-off most gravely. Costs of disruptions to infrastructure for households and firms in LMICs have been estimated by the World Bank to at least \$390 a year, with additional indirect costs. Conversely, calculations

¹⁷ Musau; Pisa & Masoumi (2023). [Association between transport-related physical activity and wellness in sub-Saharan Africa: A systematic literature review](#). Transportation Research Interdisciplinary Perspectives, Vol 22, November 2023

show net-benefits of investing in more resilient infrastructure in LMIC countries at be \$4.2 trillion with \$4 in benefit for each \$1 invested (Hallegatte et al 2019).¹⁸

- A review of the Nationally Determined Contributions (NDC's) submitted by country parties to the Climate Convention, found that 86 % of the NDC's included provisions for adaptation to climate change. However, only 16 % identified transport as a priority area for adaptation and only 4 % specified actual adaptation measures for the transport sector (NDC Partnership)¹⁹.
- Providing resilience is about more than reducing hazards to specific assets. There is a need to secure mobility and access for all population groups in the face of multiple hazards, emphasizing redundancy, and flexibility of transport systems and services. During the recent *COVID-19 pandemic*, cities around the world introduced measures to allocate road space to pedestrians and cyclists to quickly provide alternative mobility options at low costs. However, by far the most of these initiatives were reported in HMIC regions, with *almost none* in Africa and South Asia (Combs & Pardo 2021). This is possibly due to factors like safety concerns, travel distances, lack of funding and expertise, and limited traditions for cycling.

2.7 Investing in sustainable mobility can secure jobs and income as part of just transition.

- Transport is a labour-intensive sector and investing in the sector is therefore key for employment and income. According to the International Finance Corporation (ICF), *More the 50 million jobs* could be created worldwide in the period 2020–2030 by investing in green urban transport, *more than in any other of the ten sectors* analysed by ICF.²⁰
- Transport Jobs include drivers of freight and passenger vehicles but also infrastructure maintenance, services, etc. *Informal transport* is a particularly important employment sector in many LMIC's. For example, studies have estimated as many as 100,000 people employed in so-called paratransit in Kampala alone, and even 500,000 in Lagos (Agora & GIZ 2023).
- There are significant opportunities for new jobs, upgrading of skills and improved working conditions along with the modernization and electrification of vehicle fleets and the introduction of digital services. One example is a large potential for electric retrofitting of imported used vehicles with combustion engines (Lalock et al. 2023; REMA 2021).
- Women often lack participation in the labour market of infrastructure and transport operations. E.g. a survey in Latin America showed female participation in the transport sector is in many countries between 8 and 17% percent (IDB 2016). An additional 20 million women would work in transport if the sector achieved gender parity in employment (SUM4All 2022).
- All in all, the investment gap for sustainable transport in LMICs is huge compared to present levels of funding. One recent (albeit uncertain and incomplete) estimate suggests a need for *\$550 billion annually* to deliver Net Zero emissions from transport in the Global South by 2050, compared to estimated current annual investments of \$15 billion, or 2.7% of the need.²¹

¹⁸ Hallegatte, S; Rentschler, J; Rozenberg, J. (2019). *Lifelines: The Resilient Infrastructure Opportunity*. Sustainable Infrastructure Series. Washington, DC: World Bank.

¹⁹ [Transport and Climate Change: How Nationally Determined Contributions Can Accelerate Transport Decarbonization](#)

²⁰ International Finance Corporation (2021). [A Green Reboot for Emerging Markets: Key Sectors for Post-COVID Sustainable Growth](#).

²¹ Burant, J (2024). [Overview and Assessment of Financing Options for Sustainable Transport](#). New Soil Analytics, for The International Transport Workers Union, 2024.

Example: Addis Ababa, Ethiopia

Population:
≈ 5million

increased by 4.45%
in just one year.

54% of the population
walk yet 50% of
streets in the city core
do not have enough
pedestrian facilities.

Urban Sprawl has created
unnecessary trips, low
economic productivity.

Activity Centers, Market
Areas and Working Places
are not well connected with
residential areas and public
transport.

Major Corridors are becoming
more congested.

*“Investments that will
lock in the future of
Addis Ababa is
happening as we
speak.”*

Source: Iman Abubaker, WRI Africa, 2024.

2.8 Summarizing the role of transport and mobility for sustainable development.

The seven challenges identified above of course provide only the crudest indications of what is at stake in the transition to sustainable mobility in the Global South, although it should nevertheless be clear that due to the multiple interlinked benefits, sustainable low carbon resilient mobility will be an essential lever for delivering synergies across the 17 Sustainable Development Goals.

Three of the SDG targets explicitly address transport (see Box 1)

Box 1 Explicit SDG targets for transport.

Target 3.6

*“By 2020, halve the number of global deaths and injuries from road **traffic accidents**.”*

Target 9.1

*“Develop **quality, reliable, sustainable and resilient infrastructure**, including regional and transborder infrastructure, to support economic development and human well-being with a focus on affordable and equitable access for all.”*

Target 11.2

*“By 2030, provide access to safe, affordable, accessible, and **sustainable transport systems for all**, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons.”*

Moreover, several reports have exposed how central and crucial transport is for a wide range of targets across all the SDGs. The International Transport Forum has for example illustrated the multiple interlinkages between transport and 14 of the 17 SDGs as shown in figure 1.

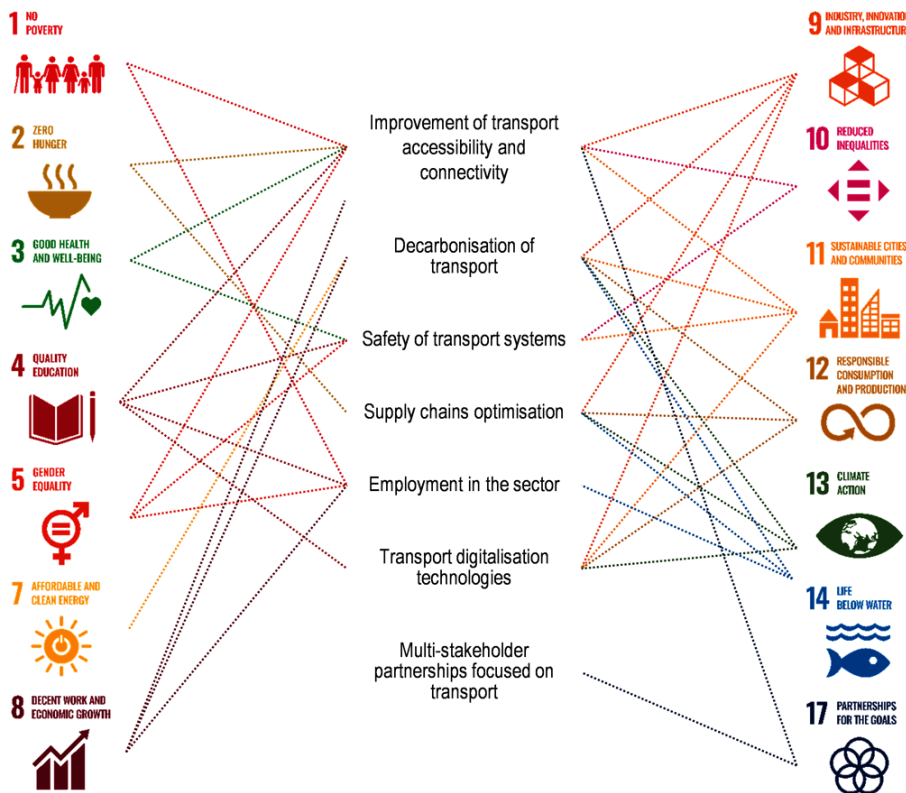


Figure 2 The relevance of transport for the United Nations Sustainable Development Goals (ITF OUTLOOK 2021)

The strategic implications of these interlinkages and synergies for transport have been underscored by several recent high-level reports and communications.

The Intergovernmental Panel on Climate Change (IPCC) in their most recent Assessment (AR6) stated with *high confidence* that, “... many mitigation strategies in the transport sector would have co-benefits, including air quality improvements, health benefits, equitable access to transportation services, reduced congestion, and reduced material demand.” (IPCC 2022, p 32)

It its Emission Gap Report 2022 UNEP proposed a comprehensive set of accelerated actions and policies needed to align the transport sector with a trajectory compatible with the Paris Agreement. The Actions address a broad set of actors, including national Governments, international cooperation, private investors and development banks (see table 1).

Table 1. Transport Actions recommended by UNEP (2022)

Level of Action	Recommended Transport Actions
National Governments	<ul style="list-style-type: none"> ➤ Set mandates to switch to zero-emissions road vehicles by specific dates ➤ Regulate and incentivize zero-carbon fuels for aviation ➤ Adjust taxation/pricing schemes ➤ Invest in zero-emissions transport infrastructure
International cooperation	<ul style="list-style-type: none"> ➤ Cooperate on financing and policy development ➤ Coordinate on target setting and standards
Subnational Governments	<ul style="list-style-type: none"> ➤ Plan infrastructure and supporting policies that reduce travel demand ➤ Adjust taxation/pricing schemes
Businesses	<ul style="list-style-type: none"> ➤ Work towards zero-emissions transportation ➤ Reduce travel in operations
Investors, private and development banks	<ul style="list-style-type: none"> ➤ Invest in zero-emissions transport infrastructure ➤ Support zero-emissions vehicles, vessels, and planes
Citizens	<ul style="list-style-type: none"> ➤ Adopt active mobility practices ➤ Use public transportation ➤ Use zero-emissions vehicles ➤ Avoid long-haul flights

The need to consider synergies between Climate and development goals for transport must however go even further to also encompass transport in the context of climate adaptation,

This comprehensive view has for example clearly been reflected at the political level in the recent *African Union Climate Change and Resilient Development Strategy and Action Plan 2022-2032*.²²

In the Strategy members of the African Union state that,

²² African Union (2023) https://au.int/sites/default/files/documents/42276-doc-CC_Strategy_and_Action_Plan_2022-2032_23_06_22_ENGLISH-compressed.pdf

“...combined ‘mitigation-adaptation’ interventions in the land use-transport systems of African cities are ... likely to have sufficient short-term co. benefits (reducing air pollution, congestion, and traffic fatalities) to be no-regret investments.”.

Hence, the strategy further calls for,

“... ‘triple-wins’ which simultaneously reduce the vulnerability of low-income residents to climate shocks, prevent lock-ins into carbon-intensive development pathways, and reduce poverty. “

This clear aim by the African Union is spelled out concretely in three ***Priority Interventions and suggested actions for promoting low-emission, resilient mobility, and transport systems:***

- *“Build climate-aware transport planning capacity to better shape resilient mobility systems and infrastructure.*
- *Change the project financing and evaluation requirements for development banks to prioritise resilience, modal split, access equity, and emission mitigation, alongside travel time savings.*
- *Support the adaptation of road standards and transport planning guidelines to include resilient designs, as well as prioritize the needs of the most popular and lowest carbon transport modes – walking and cycling.”*

3. Development policy and ODA: The role of Transport and Sustainable Mobility

The former chapter outlined the urgency and multifaceted relevance to act towards cleaner, safer, more efficient, and accessible transport for all, particularly in LMIC countries. To help identify how international support could potentially help address those needs and where there might be gaps and opportunities in the present efforts, it is important to understand the current level of commitments from High-Income Countries (HIC's) to support developing nations in their transition towards sustainable mobility as well as to look at inspiring examples of action.

We have decided to primarily focus on **Official Development Assistance (ODA)** in this Chapter.

We are fully aware that ODA only constitutes one component of development policy out of several, and that it only represents a tiny fraction of total finance provided for transport infrastructure in LMICs compared to other sources like domestic public funds. Moreover, in the so-called Songwe/Stern report on Climate Finance concessional finance like ODA is rated as only a secondary source to deliver the needed future funding for low emission transport infrastructure in LMICs, with Long-term finance from MDBs as the indicated primary source, while 'autonomous' private finance is expected to deliver most of the funding needed for vehicle fleet electrification (Songwe et al 2022, see table 2),

Table 2 Estimated needs and proposed channels for climate funding to LMIC countries for transport related areas (extracted from Songwe et al 2022, figure 5.1).

	Transport systems		Adaptation and resilience (OBS: not sector specified)
	Low emission transport infrastructure	Fleet electrification /Hydrogen	
Expected funding needs in 2030	<i>400 - 500 bn USD</i>	<i>100 - 150 bn USD</i>	<i>200 - 250 bn USD</i>
<i>Types of Finance</i>			
Largely autonomous private finance		Primary	
Private finance with risk mitigation	Secondary	Secondary	Secondary
Long-term MDB finance	Primary		Primary
Concessional finance incl. ODA	Secondary		Primary

We nevertheless still find it useful to zoom in on ODA. First of all, as clearly demonstrated in Chapter 2, providing sustainable mobility options to the Global South will encompass much more than climate investments in fleet electrification and EV charging. Sustainable mobility for all also requires planning to avoid unnecessary transport, as well as shifts to zero- and low emissions transport modes (like cycling and public transport). Secondly it will not least require the provision of stable, safe, and climate resilient connections for LMIC people and businesses. Yet, climate adaptation of infrastructure and mobility entail critical long- term investments which are difficult to provide via private investment capital and bankable projects alone, as also clearly recognized by the Songwe/Stern analysis.

Thirdly, we find ODA important as a vehicle for nationally anchored development policies and thereby also indicative of the commitments from HICs to support sustainable development globally. And

finally, ODA is increasingly considered as an instrument within broader 'blended finance' strategies including guarantees, with a critical role to reduce initial risks and crowd in other funding streams.²³

The chapter will first provide a brief introduction to what is understood by Official Development Assistance (ODA) (section 3.1), a summary description of the current role of transport within current ODA disbursements (section 3.2); and a condensed review of the three largest European funders on their transport related ODA (France, Germany and UK) with some additional examples of multi-national collaborations (sections 3.3.-3.6). The final section will summarize key findings and suggest some areas for potential future action (section 3.7).

Sections 3.1 and 3.2 are based on official statistics of ODA as collected by the OECD Development Assistance Committee (OECD-DAC) to allow comparisons of ODA between the different countries. Summary ODA data (section 3.1) was available for 2023, while detailed country and sector breakdown data was only available up to 2022 (section 3.2). The subsequent country reviews in sections 3.3- 3.5 include additional information from the aid review database [SEEK](#), as well as from national agency official webpages.

It should be noted that the data sources have some limitations. First of all, ODA data is based on national reporting with occasional external scrutiny, Secondly, the ODA sector category "Transport" also includes "Storage", while conversely some ODA funding related to transport, infrastructure, or sustainable mobility may well be 'hidden' under other ODA categories such as "Energy", "Urban development", or "Government and Civil Society". Thirdly the sector breakdown statistics (reported in the 'DAC 5' dataset) does not allocate multilateral sector ODA (e.g. for Transport and Storage) to the individual countries of origin. Hence numbers should only be seen as indicative, whereas our research has identified a major knowledge gap: There seems to be no comprehensive reporting or analysis of all ODA for transport, let alone for sustainable mobility.

In order to contextualize ODA funding for transport we will seek to compare it to other relevant financial indicators, although this unfortunately hampered by data limitations.²⁴

3.1 ODA

ODA is a key financial component of development policies. ODA is defined in Box 2.

Box 2 Definition of ODA

Official Development Assistance (ODA) is defined as Government aid designed to promote the economic development and welfare of developing countries.²⁵ ODA includes grants, soft loans, and technical assistance, and excludes loans and credits for military purposes. The information is governed by the OECD's Development Assistance Committee (DAC). The database is periodically updated and currently contains over 150 countries (per capita incomes below \$ 12,276). The list is revised every three years, considering factors like income thresholds and graduation criteria.

The commitment by High-Income nations to provide support for LMICs within the UN system began in 1950 and led to the first UN resolution in 1970 to announce a future ODA target of 0.7% of Gross

²³ See for example Bhattacharya et al. (2022). [Financing a big investment push in emerging markets and developing economies for sustainable, resilient, and inclusive recovery and growth](#).

²⁴ See for example Foster et al (2022). [Understanding Public Spending Trends for Infrastructure in Developing Countries](#). Policy Research Working Paper 9903, World Bank Group, Washington DC; and CFI (2023) [Global Landscape of Climate Finance 2023](#).

²⁵ OECDiLibrary: https://www.oecd-ilibrary.org/development/official-development-assistance-oda/indicator-group/english_5136f9ba-en

National Product (GNP)²⁶. Since then, the 0.7% target (now of Gross National Income, GNI) has been repeatedly confirmed through several political commitments such as the 2005 G8 Gleneagles Summit and the UN World Summit, also in 2005. However, in 2023 only five donor countries, including Germany with 0.79% and Denmark with 0.74% met this target. Total ODA spending by OECD DAC Countries reached \$224 billion (210 billion €) for 2023, the highest in history. The main driver for the recent increase has been the support for Ukraine, now receiving 20% of all ODA (OECD 2024)²⁷.

3.2 Transport as an element in international ODA

As an average over the five years 2018–22, **8.1 billion €, or 6% of bilateral ODA from DAC countries** were spent annually in the “Transport and Storage” sector. (The absolute number is 14 billion € if all multilateral and non-DAC ODA is included, but the share of the total remains 6%).

There is a lack of consistent data to compare this amount precisely with other types of financial indicators for transport as each flow is typically delimited in its own way, and less well documented than ODA. As very rough indications the 8.1 billion € could nevertheless be scaled to:

- 1.4% of the total *global* transport investment gap (= missing to fulfil needs) in 2019²⁸
- 18% of all available climate funding for transport in EMDE’s in 2022²⁹
- 44% of average annual transport commitments by Chinas Belt and Road Initiative (2018–22)³⁰

Japan was by far the largest ODA donor in this sector with 5.4 billion € or 37% of Japan’s entire ODA averaged over the five-year period. The three main European bilateral transport donors over the same period were:

- France: 1.1 billion € (8.4% of its total bilateral ODA)
- Germany, 0.6 billion € (2.2% of its total bilateral ODA)
- United Kingdom 0.05 billion € (0.7% of its total bilateral ODA)

We can further observe that **Denmark** reported 0.009 billion € for transport corresponding to only about 0.5% of its total bilateral ODA commitments over this period. Using 2022 data only (a more typical year) Denmark’s share of bilateral ODA for transport even drops to 0.026%, or nearly 100 times less than the transport share of Germany and even lesser compared to France. More details on Denmark’s ODA are found in chapter 4.

While the three large European countries have a higher expenditure in the transport sector than average, only France awards the sector a high level of explicit strategic recognition as the following review will further elaborate.

3.3 France – ODA for transport

In 2023 France spent 14.5 billion € on ODA, which is 0.5 % of its GNI. 1.1 billion € or as much as 8,4% of all bilateral ODA was spent on transport as average over 2018–22. This makes France the second largest ODA funder in the transport sector globally. France focuses particularly on the 19 Least Developed Countries (with a strong focus on Africa except for Haiti). France is giving itself the means to combat global inequalities and protect global public goods more effectively. In July 2021, the French Government announced its new development policy on inclusivity and combating global inequalities.

²⁶ OECD [The 0.7% ODA/GNI target - a history](#)

²⁷ OECD [Official Development Assistance \(ODA\) in 2023, by members of the Development Assistance Committee \(preliminary data\)](#)

²⁸ According G20’s [Global Infrastructure Outlook](#)

²⁹ According to CPI (2023) [Global Landscape of Climate Finance 2023](#); Note: based on a crude assumption that the share of Climate Finance for EMDEs’ reported by CPI at 14% is the same across all sectors.

³⁰ Nedopil, Christoph, 2024, [China Belt and Road Initiative \(BRI\) Investment Report 2023](#), Griffith University

France has a dedicated Urban Mobility Strategy, which was published in 2022 which has as its main objective “*the development of sustainable and inclusive urban mobility systems*“. Urban mobility is one of the requirements for cities to remain “liveable”: everyone must be able to get around their cities easily and safely, have access to essential services and breathe clean air. The urban mobility strategy focuses on five major activities shown in Box 3. Urban mobility is also a core part of *the sustainable city strategy* of French ODA.

Box 3 Aims of the urban mobility strategy of French ODA³¹

- a) the support and implementation of public policies,
- b) the financing of sustainable mobility policies,
- c) integrated transport and urban planning solutions,
- d) the support and modernization of public transport systems including informal transport, and
- e) integrating innovation in terms of digital and energy transformation of mobility services.

Besides a strong support for multi-lateral donor and UN led programs, the Agence Française de Développement (AFD) Group is the most important governmental agency implementing the national ODA strategy. AFD Group funds, supports and accelerates the transition to a fairer and more sustainable world focusing on climate, biodiversity, peace, education, urban development, health and governance, with more than 4,200 projects.

AFD, different to the split in Germany’s institutional set-up (see below), combines direct financial activities, as a bi-laterally acting national owned bank, as well as technical assistance and capacity building. This includes a substantial amount of Public-Private Partnership initiatives with national rail manufacturers such as Bombardier and companies like Veolia Transport with a strong engagement in metro development. In the last years AFD provided stronger support for integrated transport solutions for example as a key funder of the multi-agency project MobiliseYourCity (see section 3.6).

In summary, France spends more ODA on transport than any other OECD DAC country except Japan. The main focus is on urban mobility, based on a detailed strategy, emphasizing public passenger transport. Also, the focus on inclusion/equality and Least Developed Counties is notable, while Climate Change is less a focus in transport. The institutional set-up seems quite centralized to AFD.

3.4 Germany – ODA for transport

Germany is Europe’s largest ODA funder and globally the second largest with 34.5 billion €, or 0.79% of its GNI in 2023. The transport sector funding reported to the OECD DAC was 0.6 billion €, which is about 2% of the total funding. Germany’s Government, which came into power in 2022, published a new ODA strategy focusing on a new feminist development policy. The strategy focuses on four main topics including a just energy transition but does not explicitly reference transport. Subsequently, in 2023, the German Ministry for Development (BMZ) launched their Africa strategy, with a strong focus on cities, but again with no direct reference to transport.

A strong and growing pillar of Germany’s ODA is the climate program. More than 30% of the German ODA is related to climate. As part of Germany’s climate commitment, in 2008 the International Climate Initiative (IKI) was launched, where more than 6 billion € has so far been spent.³² The climate program has a dedicated transport focus and an explicit sustainable transport strategy. Every year

³¹ AFD, [Mobility and Transport](#)

³² <https://www.international-climate-initiative.com/en/>

several calls for tenders are published. Furthermore, BMZ published a new strategy on urban issues in 2023, which has a strong emphasis on urban transport.

While the BMZ sets the main strategic direction for Germany's ODA, contrary to France two separate governmental institutions are in charge of the implementation including the transport related aid activities: The Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) and the Kreditanstalt für Wiederaufbau (KfW). While GIZ focuses on policy, capacity building and technical assistance, KfW is a national bank with an international development bank arm focusing on finance and related direct technical assistance.

While KfW invested for a long time in road and metro systems, the last years saw growing support for Bus Rapid Transit Systems (BRT). GIZ has an increased focus on urban mobility with initiatives such as the Transformative Urban Mobility Initiative (TUMI). Traditionally, GIZ had a strong involvement in Latin America, but alongside a governmental change in priorities there are growing activities in Africa,

In summary, while still only 2% of the German ODA budget is used for transport, which is a smaller share in comparison to other sectors like energy, agriculture and cities in the climate funds, the transport sector does get growing attention. The main focus is on urban issues and increasing attention to electric mobility, with less activity in areas like freight transport and rural transport.

3.5. United Kingdom – ODA for transport

The United Kingdom is Europe's overall second largest donor with 18 billion €, or 0.58 of its GNI in 2023. The UK contributed the equivalent of 0.05 billion € (= 0.7% of bilateral ODA) to the transport sector averaged over 2018–22. The UK reorganized its aid program in 2020 following merger of its foreign office (FCO) and its development office (DFID – Department for International Development) to the newly created FCDO (Foreign Commonwealth and Development Office). The UK Government published its new strategy in 2022 focusing on "*Honest and reliable investment; Provide women and girls with the freedom; Provide life-saving humanitarian assistance; Take forward our work on climate change, nature and global health.*"³³

The UK has no dedicated ODA transport strategy but has several larger scale transport related programs. The UK historically has a strong focus on development-oriented *research*. In the UK research database, more than 36.000 documents can be found (of which 1347 searching for transport and 937 for mobility). One recent example is the High-Volume Transport (HVT) Research Programme, an 18 million GBP funded initiative supporting research in inclusion, access, infrastructure, climate change, and crisis response. Another example is IE Connect, which is managed by the World Bank and focuses on impact evaluation of transport projects. For more than a decade the UK had a focus on rural access (programs such as AFCAP, RECAP) which in the later years paid particular attention to adaptation but this ended in 2021.

The UK manages its ODA portfolio through the FCDO and its the country-based offices/embassies. Besides the FCDO, other ministries participate in mobility related ODA activities, for example, the Department for Energy Security and Net Zero launched a multi-country partnership called the Zero Emission Vehicle Council at COP26 in Glasgow, which since last year has included a focus on support for electrification of transport in LMICs.

There is a growing link between the UK's climate and ODA programs. The largest UK International Climate Finance Programme is the UK PACT (Partnering for Accelerated Climate Transition). More than 72 million GBP have been spent since 2018. Several mobility projects are part of UK PACT, which are allocated through dedicated open calls for tender.

³³ [The UK Government's Strategy for International Development, May 2022](#)

In summary the UK's research and evidence focused angle is unique in the donor community. There is a growing attention to decarbonization and particularly electrification with a wide range of country-based activities, as well some focus on adaptation. Like Germany and France, the UK's main attention in the sector is passenger transport with a recent shift from rural to urban mobility. The UK is also a strong supporter of multi-lateral initiatives through MDB's, for example the World Bank's Global Facility to Decarbonize Transport trust fund, which is described in the following section.³⁴

3.6 Multilateral ODA initiatives for sustainable low carbon transport

In addition to the country driven bilateral programs, some governments spend a substantial amount of their ODA on multilateral donors or dedicated multilateral initiatives. Sustainable low carbon transport is the specific focus for a few such initiatives. In the following three examples of ongoing or emerging programs at different scales are briefly described, all of them open for additional supporters, thereby also showcasing potential opportunities for Denmark to partner in the future.

World Bank Decarbonisation Transport Facility (GFDT)

The GFDT³⁵ is a trust fund that was inaugurated at COP26 in 2021. The purpose is to advance transport decarbonization in developing and emerging economies. The GFDT provides seed funding aiming to materialize a larger portfolio of programs. The aim is to gain \$100 million over ten years. GFDT currently has support from the UK, Germany, the Netherlands, and Luxembourg, and most recently Spain has joined as co-funder as well.



The currently supported activities include:

- *Project design and implementation:* GFDT financing targets pilot projects with measurable climate benefits that use innovative technology.
- *Research and data:* GFDT supports the creation of robust analysis that is essential in identifying the specific challenges faced by each country and identifying the right solutions.
- *Capacity building:* GFDT helps clients modernize policies, regulations, and institutions to catalyse more resources for low-carbon transport.

MobiliseYourCity (MYC)

MobiliseYourCity is an international multi-donor partnership with a focus on sustainable urban transport and mobility in developing and emerging economies. MYC was founded at COP21 in Paris in 2015 an initiative under the UN Marrakesh Partnership for Global Climate Action. MYC has now more than 70 member cities mainly in Africa, Asia and Latin



³⁴ <https://www.worldbank.org/en/programs/global-facility-to-decarbonize-transport>

³⁵ Sources for GFDT includes: World Bank Group. [The Global Facility to Decarbonize Transport GFDT. Supporting Countries in their Decarbonization Initiatives \(Concept Note\)](#) and UK Department for Business, Energy & Industrial Strategy: [Global Facility to Decarbonize Transport Annual Report 2022](#)

America, with a combined population of 129 million people, plus 16 member countries.³⁶ MYZ is supported by France, Germany, and the European Union.

A key target for MYC is the promotion and implementation of Sustainable Urban Mobility Plans (SUMPs) in partner cities as well as supporting the adoption of corresponding National Urban Mobility Plans (NUMPS) that provide national frameworks or the urban plans. So far 19 SUMPs have been finalized while 6 NUMPs have been completed.

The next step is to secure funding for implementing the plans. An investment need of in total 22.3 billion € has been identified.³⁷ So far funding of in total 1,75 billion € has been leveraged for the 13 SUMPS and 4 NUMPs that have reached the implementation stage. Most of the investments are used to finance public transport infrastructure including BRT lines in Daka, Senegal and Yaoundé, Senegal, and a large-scale Mass Transit Program in Madan, Indonesia. Additional needs have been identified to support transport demand management, cycling and walking, paratransit, and efficient governance arrangements for sustainable urban mobility.

ACTIVE

A newly emerging initiative is the *Alliance for Cycling and Walking Towards International Vitality and Empowerment* (ACTIVE in short). ACTIVE was initiated in 2023 by the Ministry of Transport of the Netherlands to help scale up efforts in capacity building and international financing for walking and cycling.



The motivation stems from identified deficits in sustainable, clean, healthy and equitable modes of transportation especially in developing countries, and a strong and growing need for safe, high-quality infrastructure for walking and cycling. This has been acknowledged to require significant additional capacity for planning and decision making for active transport as well as financial support to establish the necessary policies and infrastructures.

An indicative target is to educate 10.000 active mobility experts in the Global South over 10 years. As a first step the Dutch Ministry of Transport has organized several workshops in developing cities like Accra, Ghana and Bangkok, Thailand and several more are planned during 2024.

The ACTIVE initiative is envisaged to move forward as an international partnership with two tracks, a) *Enhanced capacity-building and technical assistance efforts* and b) *Expanded international investment and financing efforts*. The aspiration for the latter is to launch a global multi-million-dollar fund for active mobility investments during 2024.

The ACTIVE partnership was officially opened for signature by partners at the Velo-City Conference Ghent, Belgium in June 2024.

³⁶ [MobiliseYourCity. Global Monitor 2024](#)

³⁷ Daniel Bongardt GIZ, Presentation at CONCITO February 2, 2024

3.7. Summing up and lessons learned

Our screening exercise has uncovered an approximate scale of international ODA committed to the transport sector around at 6%. This is however much due to one single major donor country (Japan) whereas most other donors apportion far more modest shares to this sector.

Moreover, we have identified key priorities and mechanisms of the three major European donors in this area today, which we seek to summarize and compare in Table 3, while we caution that the screening exercise has of course only scratched the surface of far more complex systems.

Table 3. Comparison of ODA transport strategies and approaches – Germany, France, and the UK

	France	Germany	UK
Strategy	Dedicated transport strategy; Integrated urban and transport strategy	Transport strategy as part of Climate program; Urban mobility part of city strategy	No dedicated transport strategy; Strong transport research programs
Key focal areas	Urban mobility; Public transport; E-mobility	Urban mobility, National policy, E-mobility	E-mobility, High volume transport,
Regional focus	Francophone Africa, Latin America, Asia	Latin America (declining), Africa (growing), Asia	Africa, Asia
Institutional set-up	Government set policy – AFD as lead implementer – funding, technical assistance, and capacity building in one body	Government set policy – two lead implementers: KfW (development bank) – GIZ (technical assistance, capacity building)	Ministry set and implement policy (FCDO) Separate ministry runs e-mobility initiative (ZEVTC)
Link to climate change	No dedicated climate focus program	Dedicated climate initiative with transport program (IKI)	Dedicated climate initiative with transport program (UKPACT)
Key approach	Often PPP projects, integration with urban planning, Capacity building	Focus on pilot projects, capacity building and tech assistance	Dedicated research program
Multilateral involvement	High – Example MYC	High – GFDT, MYC	High GFDT, IE Connect

Finally, we will highlight a few observations regarding needs and challenges in the sector **that do not seem to be so well addressed** by efforts so far. By this we hope to inspire more comprehensive reviews and subsequent international action by Denmark or other countries to help fill critical gaps. While the highlights draw on our screening exercise as well as recent international reports and expert input, they represent only some first indicative stipulations, inviting further analysis.

- 1) *Focus is on passenger transport with little attention to freight transport.*

While there are today several aid programs and projects focused on the movement of passengers (particularly in large cities), freight transport is receiving a lower level of attention, despite freight

representing a large and growing share of CO₂ emissions, as well as performing essential services for developing economies. The flagship study *Decarbonising Transport in Asia* from 2022 identified the freight sector as a “blind spot”.³⁸

2) *Focus is on electric vehicles with less attention to planning and support for active modes.*

The countries we looked at all run a variety of electric vehicle (EV) support programs. EVs are also the focus of several major global climate initiatives in the transport area such as the Breakthrough Agenda, the Accelerate to Zero (A2Z) Coalition, and the ZEV Transition Council.³⁹ Yet, while transport electrification is clearly important in the Global South it can only deliver parts of the sustainability transitions needed. Dedicated programs on walking and cycling are rare. The ACTIVE initiative described above is an example of efforts to bridge this gap, but with so far only small-scale commitment.

3) *Focus is on a few “Champion Nations” with less support for Least Developed Countries.*

Countries like Kenya or Vietnam are subject to a large number of transport aid projects. Those countries with more progressive sustainable and climate policies, stronger institutions, growing business sectors are often selected as pilots due the higher likelihood of success and larger impact. Conversely Least Developed Countries seem to get less attention for transport project investments (except for France, as noted in section 3.3).

4) *Focus is on “megacities” while overlooking smaller cities.*

Similar to the situation with countries, mostly larger cities seem to be selected for ODA support, often justified by large scale mobility challenges and infrastructure deficits. However, in several countries of the Global South small and mid-size cities has the largest shares of population and emissions.⁴⁰ Moreover, these cities may be even more challenged by lack of access to modern public transport, while they are often suitable for the development of green travel modes, such as walking and cycling, with a chance to avoid lock-in effects of massive infrastructures.⁴¹

5) *Growing attention to gender and inclusion but no large-scale direct investment/programs.*

Gender and inclusion are gaining more attention by the donor community, as for example seen in the new German ODA strategy. Dedicated initiatives like GIZ’s ‘Women mobilize Women’⁴² are seeking to strengthen female professional networks in the transport sector. However, the scale of funding is still often very limited in comparison to other projects promoting for example electric vehicles and considering the massive accessibility deficits and mobility annoyances experienced by millions of women and other disadvantaged groups in the Global South.

³⁸ Council for Decarbonising Transport in Asia (2022). *The Path to Zero: A Vision for Decarbonised Transport in Asia. Overcoming Blind Spots and Enabling Change.* https://changing-transport.org/wp-content/uploads/202204_NDC-TIA-Council_The-Path-to-Zero.pdf

³⁹ Global Climate Action/Marrakech Partnership (2022). *Summary of Global Climate Action at COP 27.*

⁴⁰ UN ESCAP (2020). *Sustainable Urban Transport in the Asia-Pacific Region for the 2030 Agenda. Recommendations towards safe, green, smart, and inclusive urban transport.*

⁴¹ Agergaard & Birch-Thomsen (2021). *Between Village and Town: Small-Town Urbanism in Sub-Saharan Africa.* Sustainability 2021, 13(3)

⁴² <https://womenmobilize.org/>

4. Denmark's Development Policies: Sustainability and Climate in focus

This chapter will review Denmark's international development policies in a bit more detail. The aim is to identify some of the key objectives and instruments and explore how *sustainable development and climate change* goals are activated. A secondary aim is to uncover to what extent and how *transport and sustainable low carbon mobility* has been supported by Danish ODA policies so far.

The section is mainly based on policy documents and databases for [Danish ODA](#) and [IFU investments](#).

Section 4.1 provides a brief overview of the general legal and institutional framework for Danish development policy and ODA. Section 4.2 summarizes priorities for sustainability and climate within Denmark's current development *strategies*. Section 4.3 highlights some of the main *development policy instruments* and exemplifies how sustainability and climate is pursued through those instruments in practice. Section 4.4 zooms in on sustainable low carbon transport as a topic in Danish development policy programs and projects, uncovering the limited role this theme has played so far.

4.1 Danish development policy framework and key institutions.

Danish development policy is based on the *Act on International Development Cooperation of 2012* (later adjusted to incorporate reference to the SDG's). According to the Act the overall objective of Denmark's development cooperation is to *fight poverty and promote human rights, democracy, sustainable development, peace, and stability*. The Act instructs the Minister for Development Cooperation to annually present a four-year plan to the Danish Parliament. The specific spending items are authorized when Parliament adopts the annual *Budget Act*.

Meanwhile, the Danish *Climate Act* of 2019 tasks the Government to work for the 1.5° goal of the Paris Agreement and to provide a Global Climate Strategy. The Climate Act (to be reviewed in 2025) does not, however, include direct instructions for development policy.

The [Ministry of Foreign Affairs \(MoFA\)](#) is the key institution for international development policy and ODA.⁴³ Since November 2022, the MoFA has been led by two ministers, the Minister of Foreign Affairs and the Minister for Development Cooperation and Global Climate Policy. The latter position provides a new and unique opportunity for integrating climate and sustainability in development policy.

Within the MoFA the *Office KLIMA- Green Diplomacy and Climate* is the key entity for climate and sustainability related policies. Among other things KLIMA is responsible for coordinating policy within the EU and UN, for promoting Danish green solutions abroad, and for managing the so-called Strategic Sector Cooperation program (more on this later).

The Act on International Development Cooperation instigates an independent [Council for Development Policy](#), which provides the Minister with strategic advice on all aspects of development and global climate policy and specifically also on all major development programs and projects. The Council has eleven members representing business, research, and Civil Society Organizations.

The [Investment Fund for Developing Countries](#) (IFU in Danish) is another key institution. IFU is an independent Government-owned fund offering risk capital on a commercial basis to companies in developing countries and emerging markets. IFU is governed by a board of nine members from private sector, public sector, and civil society organizations. (more on IFU in section 4.3).

Figure 3 provides a simplified view of key frameworks and institutions of Danish development policy.

⁴³ "DANIDA" is a term sometimes used for Danish ODA. DANIDA is however not an organization in itself and is not mentioned in the International Development Cooperation Act.

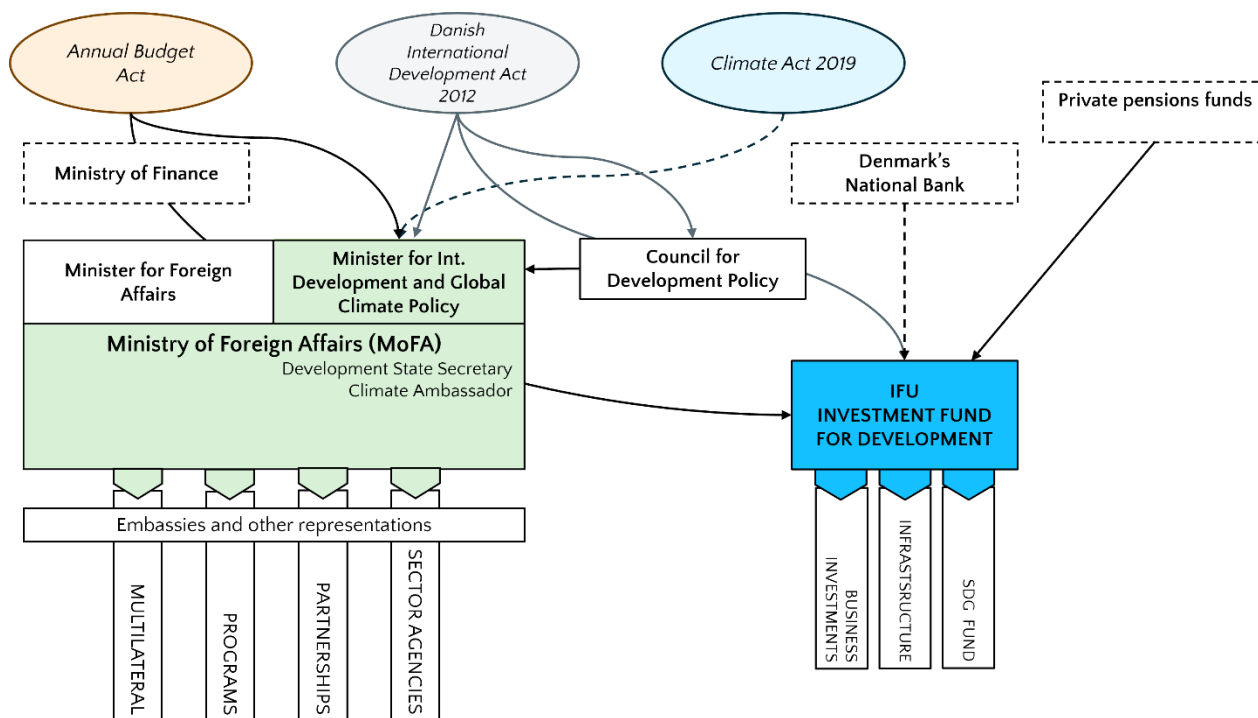


Figure 3 Overview of key frameworks and institutions (CONCITO's conception).

4.2 Current strategic priorities to climate and sustainability

The more specific directions and content of current development policy is laid out in strategies adopted by Government with support from a majority in the Parliament.

In the following we summarize key points of *three important strategic documents of contemporary Danish Development policy* while emphasizing commitments and approaches to climate change and sustainability goals. The two first documents were adopted under the previous Government (until November 2022) but still largely in effect, while the third and most recent one was issued under the present Government.

As indicated in the Introduction the current Government has announced that a new strategy for Denmark's engagements with Africa, as well as a new development policy for which preparations have been initiated in 2024.⁴⁴ However, at the time of writing no detailed information on either initiative has been released.

⁴⁴ Danish Government (2022). *Ansvar for Danmark* [in Danish only]

The World We Share - Denmark's Strategy for Development Cooperation (2021)

This main current development strategy document is from 2021. It presents four building blocks of Danish development assistance as shown in the illustration: A *foundation* in democratic values and human rights, a *vision* of a more sustainable and secure world free from poverty, and two *'pillars'* of action.

One of the two pillars is *leading the fight to stop climate change and restore balance to the planet*.

In this pillar it is emphasised as the main priority will be to support *climate adaptation in the world's economically least developed countries*.

Other aims regarding climate includes *sharing Denmark's experience in creating frameworks for successful green transition, and promoting Danish solutions* within renewable energy, district heating, energy efficiency, clean drinking water, wastewater, efficient agricultural and food production, and biofuels.

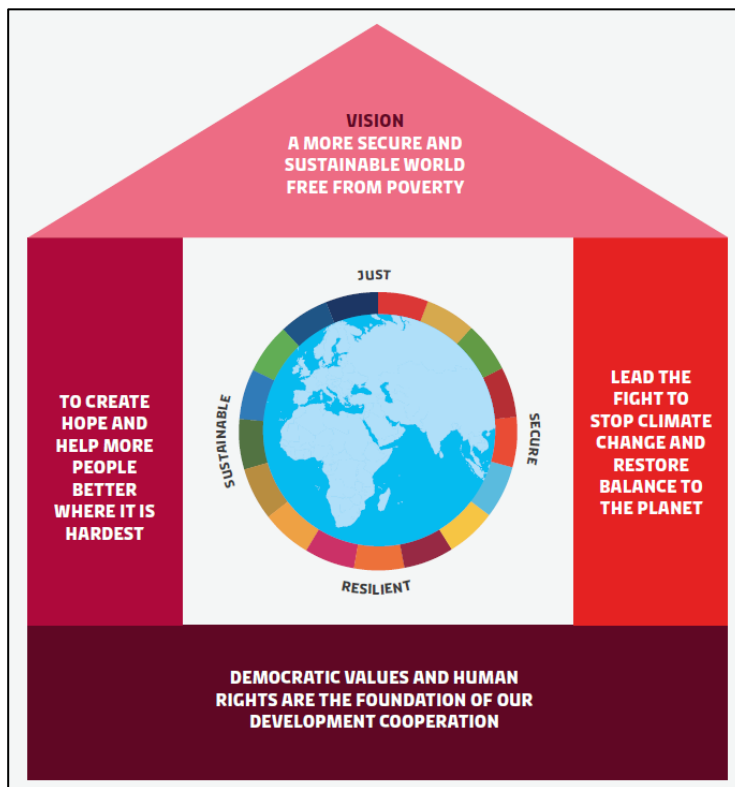


Figure 4 Key concept of 'The World We Share' (2021)

Importantly, the strategy is backed by a set of 12 detailed *"How-to" - notes* providing guidance for how the strategic priorities are to be implemented in concrete aid projects etc. Examples of guidance topics include 'Fighting Poverty and Inequality', "Energy Transition and Emission Reductions" and "Climate Adaptation - Nature and Environment". We return to one of these notes later.



Figure 5. The 12 How-To Implementation notes, found [here](#)

A Green and Sustainable World (2020)

This is the former Government's so-called *Long-term strategy for global climate action* adopted in 2020. The priorities are largely consistent with the subsequent **The World We Share** described above but more elaborate regarding climate and sustainability objectives.

The headlines suggest the following key priorities for Denmark's international climate efforts:

- raise the global climate ambitions
- reduce global greenhouse gas emissions by leading the way in the green transition
- drive adaptation and resilience initiatives
- shift global finance flows in a green direction
- collaborate with the business community on green solutions that make a difference.



Development Policy Priorities (2024)

The most recent document is the present Government's plan for spending on development cooperation, 2024–2027 (in Danish only).

The Priorities documents is annually updated and presented to Parliament as part of the national budget process. It includes a detailed budget breakdown covering all programs and initiatives. The total development +expenditure for 2024 is 18,2 billion DKK (ca. 2,5 billion €).

Four key priorities for 2024 are:

- 1) Climate diplomacy and green development cooperation,
- 2) Strengthened efforts in Africa and equal partnerships with countries in the Global South,
- 3) Ukraine and other eastern neighbourhood countries
- 4) Irregular migration

It is noteworthy that the Priorities *raise the share of ODA reserved for green purposes to 35 % of which climate alone will be 30% of total ODA*. This corresponds to ca 6 billion DKK (0.8 billion €).

3 billion DKK (0.4 billion €). will go to Africa. Of this 60% will be committed to climate adaptation.

Summing up across the three strategic documents it is clear, that climate integrated with sustainable development is a key and growing focus for current Danish development policy. Moreover, as indicated in figure 6 below the regional focus is increasingly on Africa, although support to Asia and other regions is also largely maintained in absolute numbers.

In Section 4.4 (table 4) we summarize how the transport sector is reflected in these and other policies.



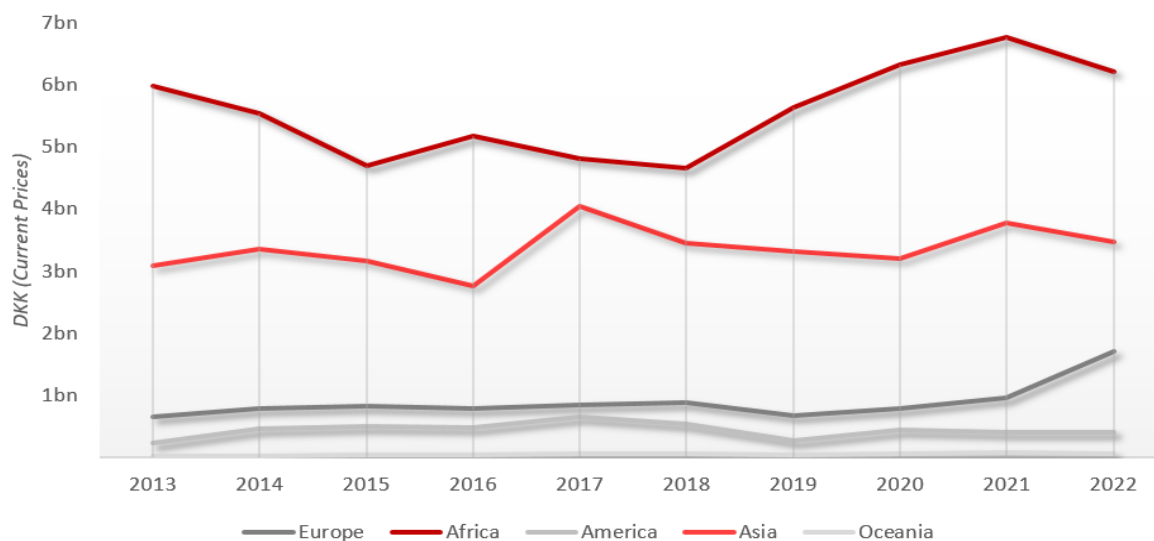


Figure 6 Regional distribution of Danish ODA. The 2022 figures reflect a temporary re-distribution towards Ukraine while it does not include the most recent further reinforcement of support to Africa in 2023 and 2024. Source: <https://openaid.um.dk/trends>

4.3 Selected instruments for Danish Development policy

Development policy and ODA is implemented via a broad range of bilateral and multilateral *instruments* – partnerships, programs, projects etc. In the following we highlight *six types of instruments* and exemplify how climate and sustainability is addressed through them.

Country Partnerships

Country Partnerships is an important mechanism in Danish development policy funnelling a major proportion of Danish bilateral ODA. The partnerships are long-term strategic commitments to collaborate with selected countries, where the need for ODA assistance is thought to be the strongest, and/or where Denmark sees significant national interests.

There are three different types of country partnerships:

- *Expanded country partnerships*, currently involving eleven countries. Within these most comprehensive partnership agreements several SDGs are pursued and all available development instruments in the portfolio (grants, loans, knowledge transfer, etc.) may be utilized. Eight of expanded partnerships are in Africa, the remaining three are Pakistan, Palestine, and Ukraine.⁴⁵
- *Targeted country partnerships* are smaller and have a more specific focus. They may for example focus on promoting sustainable energy in ‘neighbour’ countries (e.g. Georgia Partnership) or target the resilience of vulnerable groups affected by climate change (e.g. Bangladesh partnership).
- *Strategic country partnerships* involve both LMIC and HIC countries. The former group currently includes India, Indonesia, Mexico, China, and Vietnam (pending) while the latter group includes Japan, South Korea, and Australia.⁴⁶ The HIC partnerships do obviously not

⁴⁵ Danish Government (2023) Redegørelse for Udviklingen i udviklings samarbejdet, april 2023 [in Danish]

⁴⁶ <https://um.dk/udenrigspolitik/lande-og-regioner/strategiske-partnerskaber>

employ ODA or other development mechanisms but may for example involve collaboration on green strategies or advanced technologies.

Danish Green Frontline Missions

As part of green diplomacy Denmark has established twenty so-called “Green Frontline Missions” on selected Danish representations abroad, many of them in countries engaged in the partnerships with Denmark (see above). The tasks of the Frontline Missions vary with local context and different Danish interests in each country. [Brief descriptions](#) that indicate current priorities are available for each mission (in Danish).

Examples include *energy efficiency and renewable energy* for posts in Cairo, Egypt; Mexico City, Mexico; Hanoi, Vietnam; Abu Dhabi, UAE; and Jakarta, Indonesia; *water* in Nairobi, Tanzania; and Pretoria, South Africa; *afforestation* (and energy) in Brasilia, Brazil, and “*Smart Cities*” in Seoul, Korea.

Denmark's Green Frontline Missions



Figure 7 Denmark's Green Frontline Mission. Source: *A Green and Sustainable World: The Danish Government's long-term strategy for global climate action* (2020).

Strategic Sector Cooperation (SSC)

The SSC program was launched in January 2015. It provides funding for partnerships between Danish Public Authorities (PA's) and their counterparts in strategically important developing countries and growth economies. The current focus of SSC is to promote socially just green transition and to contribute to sustainable growth and resilient development for people in partner countries, applying best practices of Danish Public Authorities in selected countries. PA's may be ministries, municipalities, or other bodies.

An example is the SSC involving the [Danish Ministry of Climate, Energy and Utilities \(MCEU\)](#). The program covers the period 2023–27 and is funded by 118 million DKK (16 m €) from the MoFA. It will allow the MCEU to support climate mitigation and adaptation actions and to provide meteorological services to a number of LMIC's including Ghana, Kenya and Columbia for the period 2023–27.

Currently the two largest Danish municipalities, Copenhagen and Aarhus also operate SSC's. Since 2017 the *City of Aarhus* is collaborating with City of Udaipur, India, on urban water management and with the City of Tshwane, South Africa on a broad range of urban planning topics. The *City of Copenhagen* previously had collaborations with Beijing, China, and Buenos Aires, Argentina on energy efficiency, flood prevention, and wastewater management. Since 2023 the city is collaborating with Bogota and Medellin, Columbia, on topics that include green urban mobility (more on this in section 5.3). Again, the MoFA SSC program provides the funding.

The Investment Fund for Developing Countries (IFU)

The IFU provides capital investments on a commercial basis for private companies engaging in developing countries and emerging markets with a view to sustainable development in its three dimensions. IFU investments currently address four focal areas: *Green Energy, Sustainable Food Systems, Health Care, and Other Financial Investments*.

Since its inception in 1967 IFU has invested in over 1.300 business prospects. In the year 2023 total investments were 1.35 billion (180 M €). Of this 55% were in the form of shares, 45% as loans (including guarantees). In 2023, the Government agreed to gradually raise total funds available to IFU from 15 to 30 billion DKK (from 2 to 4 billion €), partly to be used for climate-oriented investments.

IFU is also the host of the *Danida Sustainable Infrastructure Finance (DSIF)*. DSIF provides 'soft loans' to developing countries for large scale infrastructure projects within energy, water, and what is called 'Transformational projects' with a climate focus. All granted projects must support the respective national development plans and contribute to better framework conditions for sustainable growth and employment aligning with the SDGs. The DSIF gives priority to projects where Danish companies provide internationally competitive goods and services.

Research

The Danish MoFA supports research institutions and Think Tanks in Denmark and partner countries in the Global South with around 200 million DKK (27 M €) through the *DANIDA Fellowship Centre*. The support includes large collaboration programs between Danish and partner county institutions as well as smaller research project grants. The research covers a broad range of topics from Agricultural Production to Urban Development. The support has the double purpose to help develop research capacity in partner countries and to provide specific knowledge to alleviate development challenges. Currently around 135 projects are ongoing.

Climate Change related research is currently a key priority. Thus, the thematic focus areas for the 2023 call for projects was "Development under conditions of climate change".⁴⁷

Multi-lateral assistance and collaboration

Around 27% of Danish ODA goes via multilateral organisations (United Nations, The European Union, the World Bank etc.). Denmark's participation in multi-lateral aid involves a wide range of organizations, topics, and geographies. According to current strategies increasing shares also of Danish multilateral ODA has a focus on sustainability, climate mitigation or climate adaptation.

One example of this is Denmark's substantial contribution to the *Green Climate Fund (GCF)* – the world's largest climate fund area, with a mandate to support LMIC's develop and implement their Nationally Determined Contributions (NDC's). Another example is Denmark's commitment to the recent European *Global Gateway* Initiative, the EU's 300 billion € strategy to boost smart, clean and secure links in digital, energy and transport sectors and to strengthen health, education and research systems, connecting the Global South. A third example is Denmark's engagement in the *G20 Global*

⁴⁷ [Danida Fellowship Centre 2024](#)

Infrastructure Facility hosted by the World Bank, which has Climate related investments as its main priority. Denmark provided a one-off instalment of 150 million DKK (19 M €) in 2019, but no longer supports the facility. A Final example is the Nordic Development Fund

4.4 Denmark’s support to transport and sustainable mobility

It has become clear from our review of policy documents as well as from conversations with experts that although climate and sustainability are key concerns for Denmark’s development policies, *neither transport in general nor sustainable (or urban) mobility are explicitly prioritized areas.*

In fact, explicit attention to transport and mobility is minimal in the current strategic documents although not totally absent in all relevant texts. Table 4 summarizes our review of documents and initiatives compiled in the above sections now with a transport/mobility perspective.

Table 4 Transport and mobility in key elements of Denmark’s development policy

Document/initiative	Degree of attention to transport and mobility
The International Development Cooperation Act (2012)	No mention of Transport/Mobility.
The World We Share (2021)	No mention of Transport/Mobility in main text. One of 12 <i>How-to Notes</i> (on climate) mentions transport a few times.
A Green and Sustainable World (2020)	Transport as a concern for international climate policy is mentioned a few times, but not with a focus on transport in LMIC’s or ODA for transport.
Development Policy Priorities (2024)	No mention of Transport/Mobility.
Extended Country Partnership agreements (11 countries; various years)	Almost no mention of Transport/Mobility in any of the five available active Partnership Strategic Framework documents/Agreements (max one verbal mention of transport per doc). A few more mentions in historic Agreement documents, especially for Tanzania Partnership (2014-18) where transport was included as a strategic emphasis.
Green Frontline Missions	No mention of Transport/Mobility of in any of 20 mission briefs (except a few initiatives at the Mission premises, like staff using a bike).
Strategic Sector Collaborations (SSC)	Neither the Danish Ministry of Transport nor other Danish transport authorities are involved in SSC’s. The municipality of Copenhagen’s ongoing SSC with two Colombian cities includes a significant cycling component (more on this later)
IFU	Transport is not among the four priority investment areas. None of the 14 exemplary cases described on the IFU website concern transport (see following text for specific projects and indirect support)
Multilateral collaborations	Too complex for review. Transport is included as topic within several multi-lateral initiatives where DK is involved. For example, transport is among the explicit support areas of both the Green Climate Fund and the EU Global Gateway Initiative. However, no indication if Denmark’s specific contributions to these initiatives concerns transport.
DANIDA Research Portal	Five ongoing research projects funded by DANIDA (of currently ca. 135 ongoing projects in total) has ‘Transport and Infrastructure’ as one of the thematic areas, four of them on maritime transport.

To further verify this seeming lack of attention we took a few additional steps.

First, we compiled Danish Danida OpenAid database section on [sectors](#) to extract transport sector *disbursements* of Danish ODA within the last few years and compared them with OECD DAC data for ODA *commitments* for the same years as reported in section 3.2.

Secondly, we browsed the IFU [portfolio database](#) for projects with an explicit reference to transport or closely related terms.

Finally, we made a more cursory review of OpenAid to explore aid received by a few private organisations known to us as having a focus on sustainability. As it would have been cumbersome to compile all project entries for any potential transport or mobility content, we zoomed in on a few major recipient organizations with recognized portfolios within sustainable transport/mobility, namely C40 Cities, WRI, P4G and GIZ. The question we explore is if transport objectives are emphasized in Danish ODA funding for these organisations.

Sector breakdown of Danish ODA

Danish ODA disbursements are divided over 36 OECD–DAC sectors. The largest recipient sectors for Danish ODA in 2022 were *Emergency Response* (19%); *Refugees in donor countries* (18%), and *Government & Civil Society general* (13%). As for ‘sectors’ in a more classic sense, health, education, water, environmental protection, and energy can be found among main recipients.

As noted in chapter 3 transport/mobility is directly covered by the ODA DAC sector category *Transport & Storage*. As for actual disbursements this sector received a meagre **3 million DKK (0.4 M €) or 0.02% of all Danish ODA disbursement in 2022**, which is comparable to the commitment figures in Chapter 3. Again, the share for transport was an order of magnitude higher as average over the last five years (0.27%) but still extremely low and even lower than the averaged *commitments* for the same years (0,5%, as per Chapter 3), This higher 5–year level is due to a road bridge program discontinued back in 2018. There was generally more ODA for transport around ten years ago when Denmark supported some major road programs particularly in Tanzania and Zambia.⁴⁸ We did not review any of the projects in detail for any indications of sustainability, climate or resilience.

Moreover, it should be observed, that all support for transport (or sustainable mobility) may not necessarily be siloed in projects categorized within the *Transport & Storage* sector category. It is not implausible that some ODA categorised within for example *Government & Civil Society, General Environmental Protection, or Energy Policy* could include activities addressing transport/mobility. Yet nothing indicates that large sums for transport should be ‘hidden’ there.

IFU portfolio

A somewhat similar picture emerges from browsing the detailed portfolio database of the *IFU* investment Fund. Very few of 1.500 IFU committed investments over time up to Nov. 2022 appear to directly address transport or transport infrastructure, and almost none of those that do are of recent date. One major ongoing investment priority with potential transport relevance is IFU support for the African Infrastructure Fund (110 million DKK (15 M €) spread over +10 years). However, we are not aware if any of IFUs specific investment focus in this fund concerns transport or rather infrastructure for energy, which is the IFU target sector for infrastructure. However, it must be stressed that the IFU invests in several green initiatives, such as microfinance or credit lines for SME’s which *may* involve transport companies or projects without this being immediately visible in the database.

⁴⁸ The Sub-Saharan Africa Transport Program (SSATP) also received in total 17 million. DKK (= 2.1 million €) in support from Denmark over ten years from 1996 to 2007. At least today this program is active in sustainable transport, but we are not aware which activities of the program Denmark supported back then.

Aid receiving private organisations with capacity for sustainable mobility

In the current set-up, all the major Danish development NGOs are trusted with strategic multi-million DKK development partnerships framing many specific projects. Besides traditional humanitarian organizations like Red Cross Denmark, environmentally focussed organisations like WWF and CARE also receive and operate significant funds. To our knowledge, however, transport is not a particular focus or activity area for any Danish development NGO partners, apart from support to humanitarian logistics.

We therefore zoomed in on grants to a few international recipients of Danish ODA, whom we know are *otherwise* engaged in promoting sustainable mobility plans or solutions in the Global South. Here at least a *potential* for Danish support to sustainable mobility exist, if only in the most indirect sense.

- *C40 Cities* is supported with around 70 million DKK (9 M€) for the years 2020–24. C40 Cities is directly focussed on urban climate actions, and some of the general work of C40 Cities is known to address capacity building for the mitigation of transport emissions (see for example [here](#)) as well as for climate adaptation. The Danish ODA funding for C40 has included support to develop Climate Action Plans in five cities Addis Ababa, Ho Chi Minh City, Jakarta, Qingdao and Wuhan. We can assume that transport is indirectly addressed via the Danish support.
- *World Resources Institute (WRI)* has received annual grants of between 83 and 109 million DDK (11 to 15 M€) over recent years. WRI hosts the Ross Center for Sustainable Cities, which does significant work on transport/mobility in the Global South. Part of the Danish MoFA support to WRI is for work on sustainable city initiatives (resilience; nature-based solutions) but we are not able to detect a direct link from Danish support to WRI transport actions.
- Denmark supports the *Partnership for Green Growth and the Global Goals initiative (P4G)* via the Danish PPP State-of-Green. Funding amounted to 260 mio. DKK (35 M€) divided over the 5 years 2018–22 and was extended to another 190 mio. DKK (35 M€) over 2023–27. The P4G programme objective is to deliver market-based green and inclusive solutions to meet the SDGs and the Paris Agreement through PPPs. According to the P4G [website](#) (not related to Danish MoFA) *Zero Emission Mobility* is one of the five focus areas of P4G. Several specific completed and ongoing projects are described there, including *Clean Freight Transport* in Bogota, Columbia, *Battery Swapping for e-motorbikes* in Kenya, and others.
- The major German public development assistance body *GIZ* (*described in section 3*) has received significant funds from Danish MoFA, for example 55 million DKK (7 million €) over 2014–21 for the so-called NAMA (Nationally Appropriate Mitigation Actions) facility. GIZ is strongly engaged in sustainable transport and mobility projects in several regions of the Global South. Once again, we miss any indication if Danish support goes to GIZ transport actions.

While none of these examples enable us to confirm if any of the Danish ODA funding has been applied directly to support sustainable low carbon in the Global South, they at least make it clear that Denmark is already supporting and collaborating with several organizations with extensive professional experience in building capacity and solutions for sustainable mobility.

A more anecdotal past case of this is illustrated in the example below kindly provided by WRI Africa.

Example: Capacity Building for Cycling in Africa



In 2019, WRI invited African officials to participate in the Danish Cycling Masterclass



In 2020, a participant from Ethiopia was inspired and in his role in government introduced cycling initiatives in the city.



In 2023, Addis Ababa invited Accra government officials to learn about their car free day and cycling initiatives in the city.



In 2021 and 2022, the exposure and commitment from government officials provided more opportunities for scaling of car free day initiatives across the country.



In 2022, more interest in the city around cycling, more initiatives popped up including a community led cycling group for female cyclists.

Source: Iman Abubaker, WRI Africa, 2024.

5. Towards a future Danish engagement in Sustainable Mobility?

5.1 Summary of key observations

Based on the analysis in Chapters 2 – 4 we make the following intermediate observations:

- *Comprehensively* promoting sustainable low carbon resilient mobility solutions in the Global South could foster synergies between benefits such as better and more stable access to jobs and markets for millions of inhabitants, more equal opportunities for women and other disadvantaged groups, cost savings following less needs for car-oriented infrastructure and fossil fuel subsidies, reduced GHG emissions, pollution, noise, and traffic accidents in urban areas, and consequentially improved health, safety and quality of life for people of all ages.
- This would require a transition away from current sprawl- and fossil fuel-driven motorization, towards the proliferation of active, public (and informal) transport options backed by compact urban development, resilient infrastructure, and contextually relevant electrification of freight and passenger transport modes, within effective and inclusive governance frameworks.
- However, sustainable mobility does not have an explicit or prominent position in current development policies of HICs, with a few exceptions highlighted in previous chapters. While ODA is only one minor funding source among several others that need to be scaled up to enable timely transformations of transport in the Global South, ODA could still be considered a key component of national (and European) development policy also as a mechanism to attract and combine other funding sources spearheading 'blended finance' strategies,
- So far, official ODA statistics has not distinguished between sustainable and potentially unsustainable transport investments and no comprehensive, separate reporting takes place on sustainable mobility finance. A few HIC's as well as the EU do support targeted programs in this area, but the share of total support for sustainable and resilient mobility still appears very small, for example comparing to the transport sector share of growing CO₂ emissions in the Global South, or its vulnerability to future climate change.
- This low attention is even more pronounced for Denmark's current development priorities, despite the country being a notable ODA donor and investor, and despite a strong emphasis on climate change mitigation and adaptation in the context of Sustainable development and Poverty reduction. No Danish institution or development strategy has sustainable mobility in the Global South as a key focal area, and next to none of Danish ODA or development investment is targeting actions with a direct focus on needs and opportunities in this area.

This lack of *explicit* support for transport or sustainable mobility from the Danish side is however not necessarily the result of *deliberate exclusion* or *active deselection*.

We find it plausible that this missing attention could just as well be the result of traditions and priorities for supporting other sectors where Denmark has strong commercial and professional positions like agriculture, wind power, or water management, combined with limited attention to the global discourse on sustainable transport and the multi-dimensional benefits it entails among Danish stakeholders. We are furthermore observing what to us appears as a weakly organized and mostly inward-looking 'ecosystem' for sustainable mobility solutions in Danish society, including industry, research institutions, public bodies, and civil society organizations.

The following sections will briefly touch upon some of the conditions and current opportunities we see for breaking free of the prevailing inertia and letting Denmark move more actively forward on the sustainable transport and mobility agenda. Section 5.2 will briefly outline *Denmark's position within current international policy architecture and processes* on climate, sustainability, and development. Section 5.3 will hint at some of *Denmark's expertise and competencies* within sustainable low carbon mobility that could potentially be activated. Finally, Section 5.4 will speculate how some of *Denmark's instruments for development policy might be applied to promote sustainable transport and mobility*.

5.2 Denmark's position within international policy processes on climate and development

The current situation seems very fruitful for Denmark to take a more active role in international policy processes of significance for delivering sustainable low carbon resilient transport and mobility. We will only briefly highlight a few of the more obvious points (please refer to timeline in figure 8).

At the *national* level, the Danish Government has announced a new Strategy for **Denmark's engagement with Africa** planned for publication in 2024, as well as a new **Development Strategy**, to be launched in 2025. Both are expected to further emphasize the integration of climate and sustainability in Denmark's development policies. This provides a unique opportunity, not only for reconsidering the current low attention to sustainable transport in Denmark's own development aid and investment portfolios, but also to outline how Denmark could make use of its positions in relevant international policy processes and initiatives to help bring the necessary scale to the sustainable transformation of transportation, so to speak.

Internationally, Denmark will hold key positions in several relevant bodies and processes, while others are open for Denmark's participation and potential lead in the near future.

- During 2024–2025 Denmark is co-chairing the NDC Partnership, which will support developing countries in preparing and implementing more ambitious national climate plans by 2025. According to Slocat, 92 countries include transport strategies in their current NDCs while only 23 NDC's have concrete targets for mitigating transport CO₂, and much fewer address the need for climate adaptation of transport infrastructure.⁴⁹ The NDC Partnership could likely help improve this performance for the upcoming NDC round towards 2025.
- Each year in March (since 2023) Denmark hosts the so-called Climate Ministerial initiating the political preparations for the COP in November. The COP 28 decisions on the First Global Stocktake included significant text on *transitioning away from fossil fuels; phasing out inefficient fossil fuel subsidies; Accelerating the reduction of emissions from road transport; while also calling for urgent, transformational adaptation action*.⁵⁰ Future Climate Ministerial's could help to operationalize these commitments which are integral to sustainable transport.
- The *Summit of the Future* is to be convened by the UN Secretary General in September 2024. The aim is to accelerate efforts to meet the existing international commitments and address gaps in global governance. The Summit will adopt a "Pact of the Future". To our knowledge Denmark has a role in co-chairing a Ministerial working Group to operationalise synergistic actions of the climate and SDG agendas, where it would be obvious to address transport.
- In the second half of 2025 Denmark holds the EU Presidency. This provides a unique opportunity to help shape EU's policies and priorities in general including how to engage with partners and support development in the Global South and preparing the EU's position for COP30 in Brazil 2025. This is also a strong platform for consolidating and reinforcing the above-mentioned COP 28 conclusions regarding fossil fuels, emissions, and adaptation.

Denmark is part of other recent international initiatives targeting or relevant to various aspects of sustainable mobility, where we here only mention two where Denmark is signatory, namely the [Global Memorandum of Understanding \(MOU\) on Zero-Emission Medium- and Heavy-Duty Vehicles](#), and the [Coalition for High Ambition Multilevel Partnerships for Climate Action \(CHAMP\)](#).

Each of these initiatives could serve as platforms for also engaging LMICs and supporting their green transition. For example, promoting the electrification of freight corridors (via the MOU), and building

⁴⁹ SLOCAT (2023). [Transport, Climate and Sustainability Global Status Report](#) 3rd edition. The Partnership for Sustainable Low Carbon Transport.

⁵⁰ UNFCCC (2023) Decision -/CMA.5. [Outcome of the first global Stocktake](#). Advance unedited version

collaborative partnerships with cities and other subnational Governments in promoting sustainable urban passenger and freight mobility (via CHAMP).

Finally, we will highlight two very important emerging UN-fostered opportunities which **are directly and more comprehensively** targeting sustainable transport, where Denmark has so far not played any noticeable role, and where we still see open doors for member states like Denmark to engage and potentially even take lead.

The most important overall opportunity is the recent adoption by the UN General Assembly of resolution A/C.2/78/L.27/Rev.1⁵¹ instigating a **2026-2036 UN Decade for Sustainable Transport**. As there is yet (April 2024) no framing or roadmap for the Decade. Individual UN Member States (and coalitions of those) have various opportunities for joining and helping shape such a roadmap, although windows of opportunity for creating a formative coalition may decline over time as the decade approaches.

Another yet more tangible opportunity included in the same resolution is the invitation to UN Member States to act as host for the **Third United Nations Global Sustainable Transport Conference**, following up first and second conferences in 2016 and 2021, and to be held sometime in 2025 or 26, and thereby likely provide a starting and framing event for the entire Sustainable Transport decade.

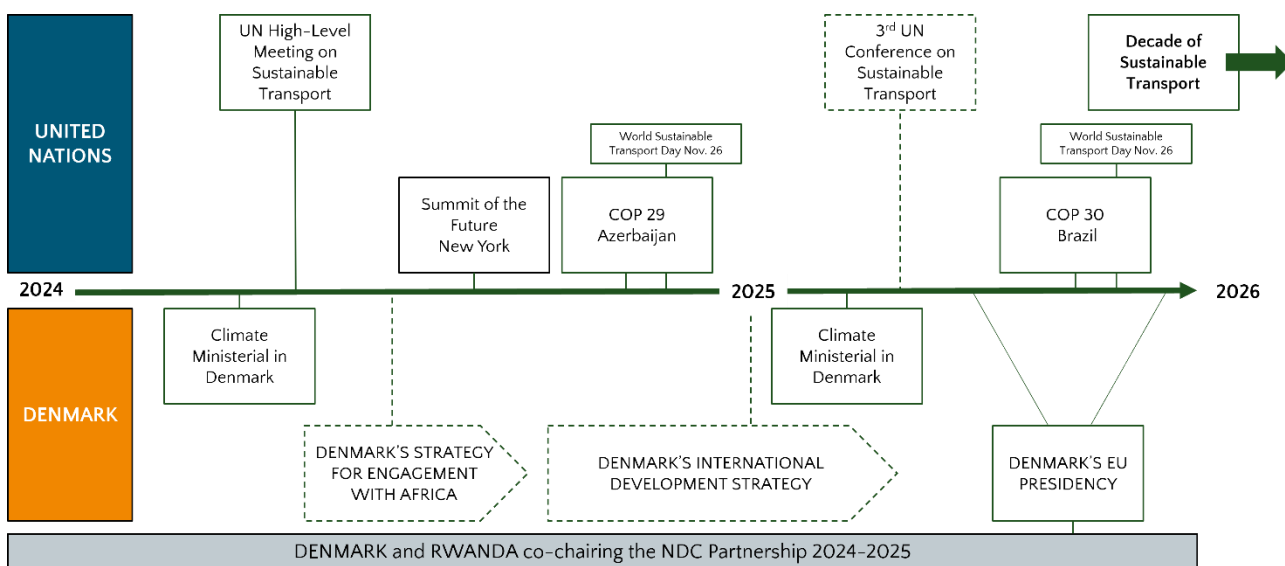


Figure 8 Momentum for Transport in Climate and Sustainability Policy making.

⁵¹ A/C.2/78/L.27/Rev.1 Strengthening the links between all modes of transport to achieve the Sustainable Development Goals. United Nations General Assembly. 14 November 2023

5.3 Denmark's competencies in sustainable low carbon mobility

It is widely observed that Denmark is endorsed with *relatively* efficient safe, and sustainable transport systems and mobility patterns, as embodied in for example transit oriented urban plans, modern public transport systems, a high share of urban cycling, world class logistic operators, and fairly aggressive policies to promote wind and solar electricity supply for end-uses including transport. Hence, Denmark is placed in the top ten of the 176 countries reviewed in the Sustainable Mobility for All *Global Mobility Report 2022* and ranks third in the World Banks' 2023 *Logistics Performance Index*. Moreover, as pointed out by the *IEA Energy Policy Review 2023*, Denmark's early lead in decarbonisation is inspiring other countries.

The international 'green' mobility profile and high performance is clearly to some degree the result of certain competencies and capacities in the provision and management of transport systems among Danish private and public organizations. As also confirmed at CONCITO's Climate Dialogue in February 2024, some of those competences could no doubt be activated and scaled for the prospect of supporting sustainable mobility transitions in the Global South, if the right framework conditions were provided, for example via a strong green mobility component in development policies.

A key element could be to uncover, nurture and empower specific clusters of high competencies or capacities within a wider 'ecosystem of Danish mobility providers, regulators, and knowledge institutions. An obvious reference for such an effort could be the recently published *Transition Pathway for The EU Mobility Industrial Ecosystem*, as well as recent studies of the green mobility industries of the Nordic countries (see for example *Beta Mobility 2023*).

Based on initial brainstorming Table 5 suggests some areas which could be considered as potential components of a broad Danish 'ecosystem' of mobility providers, regulators, and knowledge institutions. It would be interesting to explore opportunities for activating parts or whole of this 'ecosystem' in case of a potential sustainable mobility initiative within Danish Development policy.

Table 5 Indicative elements in a Danish 'Ecosystem' for sustainable mobility (including overlaps).

Potential strongholds	Examples of potential actors
Urban Planning; Mobility Planning, Local Climate Planning	Consulting Engineers; Architectural firms, Urban Planners; Municipalities; Regional authorities; Urban logistics stakeholders; Transport research; Urbanization research; Gender studies
Electrification of transport and mobile equipment	Industrial and services companies in the electric supply chain; Component producers (power electronics, cooling, converters, catalysers etc.); Shippers; Utilities, Retrofit businesses; Battery recycling; Technical research
Cycling; Walking	Consulting Engineers; Architectural firms, Urban Planners; Bicycle knowledge institutions; Bicycle industry; Infrastructure providers; NGO's; Municipalities, Mobility research; Gender studies
Resilient Infrastructure and mobility systems	Consulting Engineers (roads, water, etc.); Construction industry; Humanitarian logistics; Road / Rail Ecology Research; Development research; Anthropology / Migration research; Gender studies
Logistics, freight and shipping	Logistics companies, Maritime & shipping; Port authorities; Cargo-bike industry; Marine E-fuels; Logistics research;
Digitalization / Smart Mobility	Industrial and services companies in the digital supply chain; IT innovation clusters; Public service providers, Smart Mobility research
Public Transport	Public Transit Authorities; Public Transport industry associations; Public and private bus and rail companies; Transport research
Human health impacts	Regional authorities /Hospitals; Pharmaceutical industry; Medical cold chain operators; Public Health research; Gender studies

5.4 How could sustainable mobility be promoted via Denmark's development policy instruments?

In section 4.3 we outlined several instruments of current Danish Development policy by indicating how they are currently applied in the pursuit of synergies between climate, sustainability, and more traditional development priorities.

In the following we discuss various ways in which those same instruments could be (and in a few cases already are) applied to forward actions for sustainable low carbon mobility.

Country Partnerships

Denmark's Country Partnerships are built around national partner priorities. Considering the growing attention to gaps in infrastructure adaptation and lack of sustainable low carbon mobility options among many LMICs, one or more of Denmark's existing country partnerships could likely be extended to incorporate transport and mobility. One precedent could be the former partnership agreement with Tanzania, which had a strong transport component, although (mentioned in section 4).

Through the Partnerships Denmark could generally promote a whole of economy approach to decarbonization and sustainable development via revised NDCs, in which mobility is an important component. How to further strengthen the transport and mobility aspects in NDCs could take inspiration from the *Advancing Transport Climate Strategies (TraCS)* project by SLOCAT and GIZ.

Considering Denmark's strong focus on *energy planning and renewable energy provision* in several existing partnerships it could also be logical to extend the energy focus to transport as a key energy use end sector, with a focus on electrification, energy efficiency, and energy savings in transport, for example in the partnerships with countries like India, Indonesia, Vietnam, China, and Mexico.

Similarly, considering the increasing focus on *climate resilience and adaptation*, it could be relevant to explicitly address robustness and low-carbon adaptation of transport infrastructure and mobility patterns in one or more of the partnerships, for example in Africa. In addition to climate resilient and nature-based infrastructure construction; robust, flexible mobility options in times of climate-related disruptions (for example, bicycles, waterborne logistics, lightweight infrastructure, sharing platforms), could be essential solutions to maintain accessibility to work, markets, education, and health services.

In addition to extending current Partnerships into transport decarbonization or resilience it could be relevant to explore the interest among new or existing partner countries for entering specific *Targeted partnerships* focussing directly on Danish mobility competence areas of interest to LMICs. These could for example target cycling and walking, sustainable urban mobility planning, transit-oriented development, or green city logistics in connection with freight terminals and hubs.

Finally, the Danish MoFA set of *How-to-notes* forming part of the current partnership implementation strategy could be supplemented to include one or more *How-to* notes on transport (for example integrating mobility, energy efficiency, infrastructure resilience and gender balance).

Green Frontline Missions

From the available material it is not evident that transport or mobility is systematically addressed by any of the 20 existing Missions today, regardless of if they are located in Low- or High-income countries. This is even more striking, considering that several Missions are located in cities (see figure 8), which either face *massive challenges* in regard to greening mobility (e.g. Nairobi, Addis Ababa, Cairo, Jakarta) or represent *world leaders* within various aspects of mobility (as for example Tokyo, Seoul, Paris and recently also Brussels).

Some options to engage the Frontline Missions in the sustainable low carbon mobility agenda include:

- Emphasizing the Mission's role as Climate ambassadors for Denmark including green diplomacy initiatives such as consistently flagging and promoting safe everyday cycling, and/or cycling as a healthy sport/recreational activity.
- Reaching out to host countries and cities to actively explore their interest in knowledge exchange or partnership with Denmark on topics like urban climate planning (DK2020 project), walkability, cycling, mobility, robust infrastructure, public transport, or transport electrification.
- Consider additional frontline missions in countries with significant experience in aspects of transport decarbonization that could be useful for Denmark's development policy (e.g. road pricing systems in Singapore; truck and bus electrification in Shenzhen, China; or BRTs in Brazilian cities)

Strategic Sector Cooperation (SSC) partnerships

It is equally striking that as noted above, *no Danish transport authorities are today engaged in the SSC program*, considering Denmark's world class transport and mobility systems, Denmark's green development policy aspirations, the current efforts to reinforce SSC partnerships as a core element in Danish development policy, and the urgent need for transformative actions and support for sustainable mobility in LMICs.

A first and obvious step would therefore be to encourage the Danish Ministry of Transport (MoT) and its associated agencies to enter an SSC with the Danish MofA and national transport public authorities in relevant partner countries in the Global South. The specific topics and arrangements were to be identified based on the priorities of interested LMIC partners, but some initially relevant issues could include for example deployment of electric charging, efficient management of public transport, green public procurement and innovation in the transport area, resilient, low-maintenance and nature-compatible infrastructure, maritime and urban logistics, and not least cycling (expanded below).

As mentioned before two Danish *municipalities* are today engaged in SSC, one of them (Copenhagen) including a focus on knowledge transfer on mobility and in particular bicycle planning. According to CONCITO's understanding there is a huge potential for expanding and extending such City-to-City cooperations including the mobility area, considering for example Denmark's extensive experience in bicycle planning and investment, the country's unique brand as a world leading cycling nation and the massive benefits for health, environment and climate if safe and affordable bicycling was more widely deployed in cities of LMICs.

However Danish municipalities are obviously challenged by the time and capacity needed to manage SSCs. One obvious step would be to increase the financial and administrative support to existing and new SSC partnerships, and to empower Danish Green Frontline Missions and other representations to more proactively consult cities in partner countries for interest in city-to-city SSC's within for example sustainable urban mobility planning and management,

Another possibility to explore could be forming alliances among several Danish local authorities to pool experience and resources within areas of common interest competence and engage with similar alliances or networks of cities in the Global South supported through the SSC program. The Climate Alliance recently formed among all Danish municipalities, the five Regions, the global C40 Cities network, and other partners could be an example of a potential platform for one or more SCCs. This could likely be prompted internationally in the context of the Coalition for High Ambition Multilevel Partnerships for Climate Action (CHAMP) instigated at COP28, to which Denmark is a signatory.

The Investment Fund for Development Countries (IFU)

IFU is a key institution in Denmark for project investments in LMICs, combining financial viability with pursuit of green, just and inclusive impact priorities. As observed above transport is not among the four main current investment areas of the IFU, and likely for this reason transport projects do currently not figure prominently within the investment portfolio so far (see section 4.4).

However, considering the huge needs and market potentials in this area as laid out in previous sections, we stipulate that sustainable transport in LMICs could become an important commercial investment area in the future, especially if combined with higher attention at the political level, a more explicit focus via Danish and international ODA, and the increasing attention to sustainable transport by the MDBs. Moreover, Danida Sustainable Infrastructure Finance (DSIF) could potentially be applied for strategic investments in transport infrastructures without a requirement for full commercial return.

The following are our preliminary ideas for how the IFU could be engaged in such a shift.

- The IFU could proactively prepare a top-down sector-based analysis of needs and opportunities for commercial green investments within the transport and mobility area, either by itself, or in partnership with one or more MDBs that already have portfolios in this area. If the analysis succeeds to identify promising sub-sectors, geographies and finance instruments (including guarantees reducing the risk of private investors), a new strategic investment area on mobility could be opened by the IFU and/or included in IFUs joint engagements with other financing bodies, like MDBs or pension funds.
- Already now the current IFU Investment area *Green Energy* could in our understanding accommodate commercially viable investments in energy efficiency and electrification in the transport sector (say, shared electric mobility solutions in midsize African cities; electrification of city logistic in port cities; integration solar/wind energy in bus depots, freight terminals, and cold chains). Such investments could bring added sustainability benefits in the form of job creation, health improvements. etc. Businesses within for example the transport electrification ecosystem could therefore be more explicitly encouraged by IFU guidance to seek finance for commercial investments in the energy/transport interface.
- The Danida Sustainable Infrastructure Finance (DSIF) could likely be mobilized in larger scale infrastructure investments for sustainable low carbon resilient mobility, possibly as part of its 'transformational' portfolio (see section 4.3). While sustainable mobility is often conceived as a 'soft', light infrastructure alternative to heavy road and rail systems, an effective transformative 'leapfrog' of the mobility systems of for example a mid-size developing city would unquestionably require large scale 'leapfrog' investments in infrastructure to support for example compact, transit oriented urban development coupled with high capacity public transport, safe convenient cycling infrastructure and systems for smart, shared, electric and potentially semi-automated passenger and freight vehicles.

Research

As previously observed The DANIDA Fellowship Centre (DFC) is a major hub and funder of development related research. However, among the 17 current *thematic areas* "Transport/Infrastructure" and "Urban Development" are among the smallest, with only five among the currently 135 ongoing supported projects referring explicitly to the Transport theme, four of them with a focus on maritime transport and ports.

A part of the reason for this may be that Danish research communities directly addressing transport, mobility and infrastructure are small and fragmented and display limited attention to sustainable mobility in the Global South. This may again partly be due to lack of comprehensive national research and innovation programs targeting transport and mobility, while the few that exist are mainly focused on the Danish transport sector and its future energy supply.⁵²

From a broader perspective however, Danish research communities in general do cover a wide range of issues that could be crucial in supporting a broad transformation to sustainable, low carbon, resilient mobility and infrastructure in the global South, As an indication of this it is noteworthy, how dominant the term 'access' is across multiple projects in the current DFC portfolio (meaning projects

⁵² As evidenced for example via the portal of [Innovation Fund Denmark](#).

addressing barriers for access to jobs, markets, education, health services, etc.), This at least suggest a critical research awareness of the importance of transport systems and mobility patterns for current challenges to human existence, livelihood, and social interaction in many parts of the Global South.

We envisage that a *targeted interdisciplinary research program addressing sustainable low carbon and resilient access and mobility* could become a key factor in fostering an integrated view on this topic as a priority within Danish development policy, connecting areas like migration, urbanisation, motorisation, electrification, equity, resilience and gender balance to climate and sustainable development objectives. This could likely be delivered through a dedicated collaboration between the DFC and other Danish research funding agencies and partner institutions in the Global South and implemented via a dedicated research collaboration program and subsequent calls.

Multilateral engagements

Finally, it is essential to address Denmark's engagements in the context of multilateral policy processes and programs, considering the scale of the changes needed, and recognizing that Denmark does not necessarily need to 'reinvent wheels' that may already be in motion.

It is clear, that various aspects of transport and mobility are already encapsulated in a wide range of initiatives within the multilateral climate and development policy, finance, and governance landscape. Several recent analyses argue that a transition of LMIC transport systems and mobility patterns towards a sustainable, low carbon, resilient future will require a) the engagement of multiple both public and private organizations, b) an end to inefficient fossil fuel subsidies and c) upscaling of various climate and development finance streams, including domestic resource mobilization, private capital, MDB loans, and concessional funding, guarantees, etc. – appropriately scaled and blended to target specific geographies and subsectors within and beyond transport itself.⁵³

We have not provided a full analysis of needs and opportunities within this broad landscape of multilateral policies and finance flows. Therefore, we need to limit ourselves here to a few reflections regarding those multilateral initiatives we already touched upon in previous chapters 3 and 4, hoping this will help to feed further discussions on where and how Denmark could engage.

As we saw in chapter 3, there are already existing multilateral development initiatives that directly target sustainable low carbon mobility, such as the World Bank *Decarbonisation Transport Facility* (GFDT), *MobiliseYourCity* (MYC), and the emerging Dutch-led *Alliance for Cycling and walking Towards International Vitality and Empowerment* (ACTIVE). Some, like MYC, are well established, successful, and covering diverse activities from knowledge dissemination to planning support, to investment funneling, thereby offering easy entry points for Denmark. Others like ACTIVE are newly emerging and still taking shape, thereby offering Denmark an opportunity to help shape, innovate and market an agenda for active mobility, for example with engagement of the Danish walking and cycling 'ecosystem'. Both these initiatives are actively seeking new partners and have directly expressed interest in Denmark joining. It seems obvious to look further into those options.

And as we saw in Chapter 4 Denmark already today provides 'green' ODA through a number of multi-laterally operating private mobility-proficient organizations such as C40 Cities, WRI, and P4G. A course of action could therefore be to invite such organization to a strategic dialogue on how Denmark could best support for example capacity building on sustainable mobility in Danish partner country X or Y, based on the acknowledged expertise and country experience of each organization. For example, the involvement of C40 Cities in the Danish Climate Alliance for municipalities provides

⁵³ See for example UNCTAD (2023) [Trade and Development Report](#); Franks et al (2018) [Mobilizing domestic resources for the Agenda2030 via carbon pricing](#); Bhattacharya A (2022). [Financing a big investment push in emerging markets and developing economies for sustainable, resilient, and inclusive recovery and growth](#); and [Global Infrastructure Hub](#) (2023).

an obvious segway to discuss international climate collaborations with subnational Governments (e.g., via the CHAMP initiative). Similarly, Denmark's engagement in P4G could be a channel for engaging PPPs in transport electrification tailored to LMIC needs.

Finally, an obvious channel for support to sustainable mobility would be through multilateral ODA programs where a) Denmark is already engaged and b) where transport is already in scope, as is the case with for example the Green Climate Fund (where Transport is one, and Infrastructure is another of eight Result areas) and EU Global Gateway Strategy (where Transport is one of five areas).

In the EU Gateway case, for example it seems obvious when considering the five priority areas of the initiative that those dots could all be connected via dedicated initiatives to promote sustainable mobility, as indicated by figure 9 below, Denmark could for example engage Gateway partners in a review of how *decarbonized global supply chains and logistics* could be combined with *comprehensive sustainable urban mobility plans for LMIC node cities*, connecting transport, health, climate, digitalization, and education.

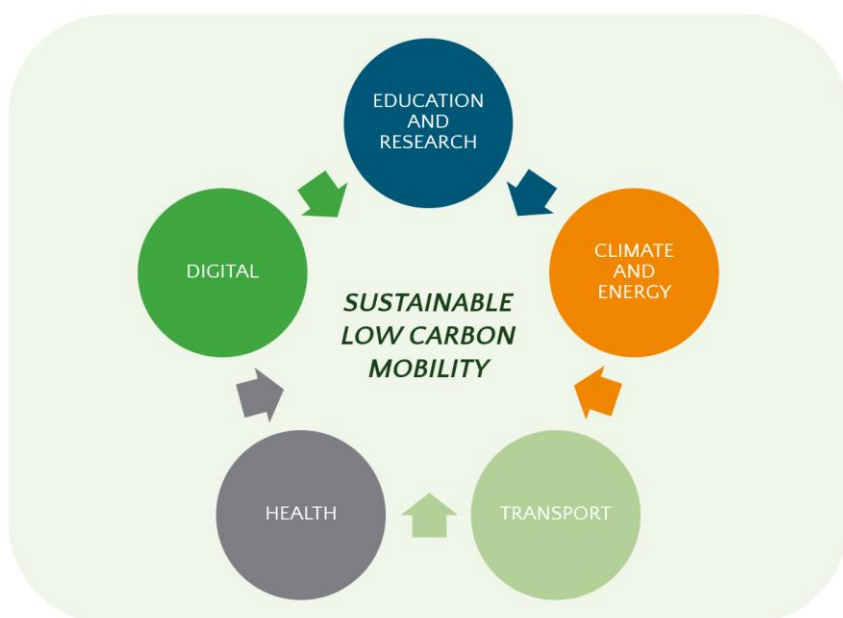


Figure 9 'Connecting the dots' of the EU Global Gateway initiative. CONCITO's conception.

Table 6 seeks to summarize some of the main opportunities we see for Denmark to promote sustainable transport through a range of the development policy and funding mechanism available, while we again should stress that our analyses is highly selective and incomplete, considering the full arsenal of policy instruments, finance flow and international negotiations.

Table 6 Development policy instruments with examples for sustainable mobility.

Danish development policy instruments	Characteristics	Example of opportunities to incorporate sustainable mobility
<p>Country Partnerships between Denmark and countries in the Global South</p>	<p>Country Partnerships are long-term strategic commitments to collaborate with selected countries, where the need for ODA assistance is thought to be the strongest, and/or where Denmark sees significant national interests.</p>	<ul style="list-style-type: none"> Existing green energy-focused partnerships could be extended to transport as key energy end use sector (e.g., delivering energy efficiency and decarbonization through transport electrification) Existing partnerships with a focus on climate adaptation could zoom in on resilient transport infrastructure and mobility services to maintain access to jobs, markets, and social networks for vulnerable groups in times of disruptions. New partnerships could be formed with countries expressing specific needs and interests in transport areas with significant Danish transport expertise (e.g., urban mobility planning, cycling, and walking, efficient logistics) transport
<p>Denmarks Green Frontline Missions</p>	<p>As part of green diplomacy Denmark has established twenty so-called “Green Frontline Missions” on selected Danish representations abroad, many in partnership countries.</p>	<ul style="list-style-type: none"> Frontline missions could be engaged in mapping partner countries’ demand for and supply of sustainable mobility solution. Missions could be engaged in Danish green bicycle diplomacy, for example showcasing safe and efficient cycling networks and practices; cargo bike solutions, health benefits and socio-economic cost savings
<p>Strategic Sector Cooperation (SSC) partnerships</p>	<p>SSCs provides funding for partnerships between Danish Public Authorities (PA’s) and their counterparts in strategically important developing countries and growth economies.</p>	<ul style="list-style-type: none"> The Danish Ministry of Transport and associated agencies could be engaged in SSC cooperation with selected partner country agencies, for example on urban mobility planning, traffic safety, or deployment of charging infrastructure. The support for Danish municipalities engaging in SSCs could be strengthened to lessen their burden and allow them to engage for example consultants or suppliers within green mobility or resilient infrastructure. It could be explored if SSCs involving Local Authority networks (e.g., Danish Climate Alliance) and counterparts in the global South would be feasible.
<p>The Investment Fund for Development Countries (IFU) and related institutions</p>	<p>IFU provides capital investments on a commercial basis for private companies engaging in developing countries and emerging markets with a view to sustainable development. The Danida Sustainable Infrastructure Finance (DSIF). DSIF</p>	<ul style="list-style-type: none"> IFU could conduct a strategic assessment of commercially viable investment opportunities in the transport, mobility, and infrastructure area, Danish businesses (as well as non-Danish companies) could be encouraged to seek finance for commercial green transport investments within the existing Energy

	provides 'soft loans' to developing countries for large scale infrastructure projects. Funding and leverage for these initiatives is currently seeing significant increases.	<p>priority (for example the transport electrification ecosystem)</p> <ul style="list-style-type: none"> • The opportunity for DSIF to support infrastructure for one or more cities undergoing comprehensive transformations towards a sustainable mobility system could be explored
Research	Danish Government supports development research conducted jointly with partner institutions in the Global South through the DANIDA Fellowship Centre.	<ul style="list-style-type: none"> • A research-based analysis commissioned by DANIDA Fellowship Centre could help uncover multiple development synergies and benefits from supporting sustainable low carbon and resilient mobility. Future research initiatives from the Centre could include themes identified in this analysis. • Research could help define indicators for how ODA funding for transport supports sustainability and climate goals.
Multilateral engagements	Denmark's participation in multilateral aid and other finance involves a wide range of organizations, topics, and geographies, with increasing focus on sustainability and climate.	<ul style="list-style-type: none"> • As part of international processes for development and climate finance, Denmark could help ensure that funding for sustainable low carbon resilient transport is leveraged by broad range of finance streams including Domestic Resource Mobilization (e.g., via tax reforms), MDB loans, concessional funds (incl. ODA), and innovative finance • Denmark could ensure that key gaps and sustainability concerns in current multilateral development funding for transport are addressed (e.g., gender balance; freight transport; growing small and medium size cities) • Denmark could engage in existing multilateral development initiatives specifically targeting sustainable transport plans or modes such as GFDT, MYC or ACTIVE.

6. Conclusion, Recommendations and Next Steps

6.1 Conclusion

Providing access to goods and services through sustainable and resilient mobility in the Global South represents a strong, but much underutilized lever for combatting poverty for millions, while also being essential for fulfilling the Paris Agreement on Climate and the UN Sustainable Development Goals.

Promising scenarios suggest that trillions of dollars in costs for road construction, energy, health impairment and fossil fuels subsidies could be saved by shifting the current trajectory towards more sustainable mobility systems and modes, particularly in LMICs. Yet it is unlikely that LMICs themselves can muster the full capacity, finance, and technical resources to turn the unsustainable trends around, and reap the immediate and future benefits in time, while current levels of international support schemes and funding streams are not sufficient to fill the gaps.⁵⁴

A stronger global effort combining local resources with enhanced support and investments from High-Income Countries, Development Banks and private investors is crucial.

Today, CONCITO's home country of Denmark provides only a small share of both ODA and international finance investments to the transport area. We do, however not interpret this lack of explicit attention from the Danish side as the result of clear strategic deselection or exclusion. It may rather be a result of traditions, stronger push from other national sector and cluster communities, as well as limited awareness in Denmark of the rising global discourse on sustainable low carbon resilient mobility.

As this report has highlighted, investing more in sustainable mobility should align very well with Denmark's current ambitions to integrate climate and sustainability goals together with poverty eradication in its development policies, while it would also make much sense considering Denmark' status as a society with global top-level performance in key dimensions of sustainable mobility such as urban planning, renewable energy provision, and efficient transport, logistics and infrastructure.

Denmark could well direct focussed attention and resources to this area without needing to downplay efforts in other areas; on the contrary; transport could provide logical reinforcements to existing aims.

We see a huge window of opportunity as Denmark is currently developing new and more powerful international strategies further emphasizing synergies between Sustainable Development and Climate Change, while the World is about to prepare for the UN Decade of Sustainable Transport 2026-36.

Now seems like a most suitable time for the Danish Government to recognise sustainable transport within its strategic international development priorities.

6.2 Recommended actions for Denmark

If we disregard a continued passive scenario, there are several possible avenues for Denmark's foreign policy taking more emphatic action for sustainable transport in the Global South.

One the one side we have identified a number of *intervention areas of the mobility system* (such as urban sprawl versus integrated planning, fossil motorization versus electrification, impaired mobility versus active and public travel modes; disrupting infrastructure versus resilience) where LMICs to various degrees are in need for support and collaboration and where Danish experiences, resources and strategic positions may be particularly helpful, acknowledging also potential synergies across

⁵⁴ See for example, [Songwe et al \(2022\)](#); [Bhattacharya A \(2022\). *Financing a big investment push in emerging markets and developing economies for sustainable, resilient, and inclusive recovery and growth*](#); and Global Infrastructure Hub (2023). [INFRASTRUCTURE MONITOR 2023](#). Global trends in private investment in infrastructure.

conventional ‘silos’ in transport decision making. We have also in Chapter 3 highlighted specific topics that current international ODA for sustainable mobility seems to overlook, namely freight transport, planning and support for active modes, Least Developed Countries, smaller cities, and gender.

On the other side we have unpacked a broad range of relevant *modalities* for a potential Danish engagement in sustainable mobility, such as bilateral country partnerships, technical cooperation, development finance, institutional capacity building, multilateral initiatives, research collaboration, and global political leadership, all of which could be combined in various ways.

As we find it premature at this point to populate a ‘matrix of optimal matches’ between the transformative areas and modalities, we will instead suggest some ‘no-regret’ first steps, before we come to our specific recommendations,

- Preparing a **strategic analysis** on how to incorporate sustainable transport as a topic area in the upcoming Danish development strategy, for example by deepening the present analysis, and consulting stakeholders and experts, aiming towards identifying relevant intervention areas, modalities, partners, levels of ambition, and timing.
- Immediately **involving Danish Transport authorities in the Strategic Sector Corporation (SSC)** program, with the aim to consult counterparts among Denmark’s partner Countries on national priorities for support to sustainable mobility matching them to Danish sector competencies. This would be relevant almost regardless of which avenues or levels of ambition for sustainable mobility would materialise in the Danish Development Strategy.
- Opening Denmark’s existing **energy-oriented** bilateral partnerships, investment programs and multi-lateral engagements to explicitly include the transport area as a key energy end-use sector, with a focus on for example electrification of vehicle fleets (including informal transport), freight terminals, and transport nodes, planning for less transport energy intensive spatial development, and shifting mobility to energy efficient low carbon transport modes,
- Based on the identification of local needs and risks, and consulting with the Danish research community, targeting one or more **resilience-oriented** Country programs or partnerships (for example in Bangladesh or with partners in Africa) partly towards the transport sector, emphasizing for example climate adaptation of critical transport infrastructure integrating nature-based solutions, and planning for climate resilient mobility services for low-income communities at risk.
- Enhancing the collaboration on local climate action between **local authorities** in the Global South and Denmark, for example by engaging their respective green networks like the Danish Climate Alliance as well as multilateral urban knowledge organization such as C40 and WRI.
- Engaging in already existing or emerging **multilateral program dedicated to sustainable transport** (such as GFDT, MYC, ACTIVE, and others), adding expertise and finance in solution areas where Denmark has high-level governance and business competence, and (potentially) targeting ‘overlooked’ topics such as freight, planning for active modes, gender and resilience.
- Helping raise attention to sustainable transport challenges and solutions within relevant **international policy processes and frameworks** where Denmark’s is already leading, such as the COP process; the NDC Partnership, and European Union’s international strategies, while also seeking an active role in the upcoming **UN Decade for Sustainable Transport** as an opportunity to help shape an effective, integrated transformative global agenda pursuing synergies between climate, sustainability and development.

Different levels of engagement for Denmark are clearly possible, from obvious incremental expansions of existing efforts, to stepping up action across more modalities, to assuming the role of visionary global champion for sustainable mobility that many international stakeholders already expect Denmark to be.

The latter role would obviously require that Denmark also stepped-up efforts at the concrete program, project and funding level, while Danish international leadership conversely could help propagating Danish business, governance and finance solutions and boost the national sustainable mobility 'ecosystem'. Forming a coalition with likeminded countries to lead the sustainable transport agenda could also be a segway to strengthen the geopolitical position of Europe in the build-up and maintenance of sustainable global supply chains and corridors for people, raw materials and goods.

The following list of recommendations for action is intended to inspire direct action as well as further analysis by the Danish Government and its partners, regardless of if a strategic spearheading or a more selective or incremental role is pursued. Some recommendations involve longer term efforts; others could likely be implemented within a month or less. Recommendations are stratified to action at domestic, global and EU levels, even if these levels are intertwined.

We hereby encourage the Danish Government and other key actors to consider the following recommendations, while we invite all interested stakeholders to comment and add further ideas.

A. NATIONAL LEVEL

1. Prepare a **strategic analysis** on **how to best incorporate sustainable transport as a topic area in the Government's upcoming development strategy**, for example by deepening the present analysis and consulting stakeholders and experts, aiming towards identifying relevant objectives, intervention areas, modalities, partners, levels of ambition, and timing for each element. The analysis could include review of the following recommendations.

Two examples of possible outcomes of the analysis, at a higher and a lower level of ambition could be:

a) **Incorporating Sustainable, Low carbon resilient mobility** as a high-level priority area in the development strategy, to be materialized through several modalities such as country partnerships, SSCs, a strategy for how ODA could help pioneer and derisk public and private investments in sustainable transport (aligned with funding from Development Banks and Funds), engagement in one or more multilateral initiatives for sustainable transport, plus an active role in shaping and implementing the UN Decade of Sustainable Transport.

b) **Preparing a dedicated guidance document** for the provision of support to sustainable low carbon resilient transport projects, similar to the MoFA's existing 'How-to' guidelines. The note could for example cover areas such as governance frameworks for mobility planning, decarbonizing passenger and freight transport; mobility for disadvantaged population groups in rural or urban areas, and/or resilience of transport infrastructure, depending on the outcome of the strategic analysis.

2. Ensure that **Government's upcoming Strategy for engagement with Africa** will at some level incorporate sustainable low carbon resilient transport and infrastructure among the areas for potential value creation and benefit harvest in collaboration with African country partners and the African Union, thereby responding directly to calls for support for transport in the *African Union Climate Change and Resilient Development Strategy and Action Plan* of 2023, which emphasizes i.e. climate-aware transport planning capacity, project financing and evaluation requirements, and adapting road standards to resilient designs, and walking and cycling.

A similar recommendation was included in [CONCITO's already submitted recommendations to the upcoming Strategy for engagement with Africa](#).

3. **Engage the Danish Ministry of Transport (MoT) in preparing and implementing a Strategic Sector Cooperation (SSC) program** targeting governance and planning for low carbon resilient transport in the Global South. This would involve consultations with MOTs in Danish country partners regarding national concerns needs and priorities, matching them to Danish competencies; as well as potentially other countries with significant interest and likelihood to benefit from Danish support and capacity building.

A similar recommendation was included in [CONCITO's already submitted recommendations to the upcoming Strategy for engagement with Africa](#).

4. **When reviewing existing Country Partnerships within Denmark's International development policy** which currently have an **energy** focus, or when entering new partnerships, invite partner countries to incorporate any interest in collaboration on **transport as an energy end-use sector**, including potential needs such as energy efficient mobility planning, energy efficient transport terminals, transport electrification, etc.

5. **When reviewing existing Country Partnerships within Denmark's International development policy** which currently have a **resilience** focus, or when entering new partnerships, invite partner countries to incorporate any interest in collaboration on for example climate adaptation of critical transport infrastructure integrating nature-based solutions; or planning for climate resilient mobility services for low-income communities at risk.

6. Invite IFU to conduct a top-down sector-based analysis of needs and opportunities for commercial green investments within the transport and mobility area, either by itself, or in partnership with one or more MDBs that already have portfolios in this area. If the analysis succeeds to identify promising sub-sectors, geographies and finance instruments (including guarantees reducing the risk of private investors), a new strategic investment area on mobility could be opened by the IFU and/or included in IFUs joint engagements with other financing bodies, like pension funds or MDBs.

7. Engage the Danish Ministry of Industry, Business and Financial Affairs in mapping relevant Danish business clusters and 'ecosystems' potentially supporting a climate and sustainability-oriented development strategy. This should include the transport, mobility, and infrastructure area, building on the European Commission's newly published *Transition pathway for the EU mobility industrial ecosystem*. A concrete example to explore could be a potential Danish business cluster for cycling (covering e.g. cycle planning and infrastructure, cargo-bike, and electric bike industries, with accompanying service, innovation etc.), as currently being discussed among a group of businesses and stakeholders around Copenhagen.

8. Implement a strategy for Danish bicycle diplomacy across all Denmark's Green Frontline Missions raising the Danish 'brand' of a cycling nation and inviting Partner Countries to access documentation and experience and connect to Danish businesses, and planning and governance experts on cycling.

9. Invite relevant Danish networks such as the Climate Alliance of municipalities together with green international partnership organizations like C40, WRI and P4G for a dialogue on needs and potentials for Danish support to ongoing or new Capacity Building efforts in the green mobility area, utilizing national mechanisms like SSC's, multilateral development programs like MYC, GFDT, the CHAMP framework or other potential platforms and segways.

10. Prepare a sustainable transport research stream e.g. via the DANIDA Fellowship Centre, in consultation with research partners including institutions and think tanks in the Global South, in preparation for the upcoming UN Decade for Sustainable Transport and responding to the African Union's proposal to "... invest in research around the 'just transition' to low-emission, resilient mobility in African cities through a continental knowledge platform."

B. EUROPEAN LEVEL

11. In Denmark's upcoming EU Presidency in the second half of 2025 address sustainable low carbon resilient transport among the priorities for Europe's global engagements. This could for example include,

- Advancing transport related items in the preparations for the EU position at COP 30 in Brazil in 2025 (e.g. accelerating and further raising ambitions for key decisions of the First Global Stocktake at COP 28, such as *the transitioning away from fossil fuels; reduction of emissions from road transport, phasing out inefficient fossil fuel subsidies, and transformational adaptation action,*)
- Promoting a strengthened integrated approach to sustainable mobility across the five pillars of the EU Global Gateway Strategy.

12. Attend the German Chancellor's Hamburg Sustainability conference in October 2024 and other events with a view to seek partnerships in promoting sustainable transport among European priorities

13. Accept invitations by the Dutch Government to join the ACTIVE program on capacity building for Active Mobility (walking and cycling), educating 10.000 experts in the Global South and supporting the proposed investment program with minimum 1 million € per year in 2025-2030 (as announced at the VeloCity conference in Ghent in June 2024).

C. GLOBAL LEVEL

14. Assume an active role in **international policy dialogues on climate and development finance**, promoting initiatives to eliminate inefficient fossil fuel subsidies to enhance Domestic Resource Mobilization, provide significant additional funding for LMIC's including for transport decarbonization and infrastructure resilience (especially for the latter which is current massively underfunded, but ideally combining the two), and promote innovative finance like the IMO tax on international shipping with a dual purpose of taxing externalities and providing additional finance for countries in most need.

15. Use Denmark's present position as co-chair of the **NDC partnership** to (in line with recommendations from the SLOCAT partnership) help secure attention to and support for integrated transport strategies within the next generation of NDC's, combining decarbonization with resilient infrastructure, and the provision of mobility options for women, low-income citizens, and other vulnerable groups in the Global South.

16. Engage in the upcoming **Decade of Action for Sustainable Transport 2026-36**, beginning by attending preparatory events and exploring opportunities for forming a coalition of like-minded countries to champion the decade, adopting a broad and ambitious approach to fulfil the directly and indirectly transport-related SDGs, advance decarbonisation and resilience of transport systems, and ensure effective monitoring, evaluation and documentation of the decade; align with participation and leadership in other upcoming international events and processes, such as the UN Summit for the Future in Sept 2024, and the COP process; as well as with domestic and EU policies and research (see previous sections)

17. Consider acting as host or co-host for the **Third United Nations Global Sustainable Transport Conference** to be held in 2025 or 2026 using it as platform for raising ambitions for the Decade of Sustainable Transport and for promoting effective Danish and Scandinavian governance arrangements and business models for sustainable low carbon resilient transport and infrastructure

18. Utilize the Coalition for High Ambition Multilevel Partnerships for Climate Action (**CHAMP**) signed by Denmark and 77 other countries at COP 28, to support efforts to disseminate experience and leanings from **the unique Danish experience of the DK2020 and Climate Alliance initiatives**, in which all local authorities of the country collaboratively adopt and implement Climate Actions Plans, integrating climate mitigation and adaptation actions with sustainable development for all relevant sectors including transport.

19. As member of the **OECD Development Assistance Committee (DAC)** help raise the issue of to **improve reporting and statistics on development assistance** in the transport area, to allow operational distinction of funding along climate and sustainability criteria.

6.2 CONCITO's Next steps

Building on this report and the encouragement by several organizations during the process of its preparation, CONCITO aims to,

- Submit our recommendations to the Danish Government, for example in connection with the upcoming new development strategy as well as preparations for the EU presidency in 2025.
- Continue producing and disseminating knowledge on issues related to sustainable low carbon resilient mobility in the Global South to the Danish public.
- Continue dialogues with Danish stakeholders on findings, recommendations and new opportunities for analysis and action to further this agenda,
- Continue and extend our collaboration with international partners and attend key international events, in order to invest our knowledge and capacity in promoting sustainable mobility, extend our own competencies and evidence base, and promote international awareness of Denmark's capacities and potentials for partnering and leading in the transition to a sustainable, carbon neutral future.

With these efforts we are hoping to encourage the Danish and international community to help increase Denmark's international profile supporting LMICs addressing their needs to a more sustainable low carbon transport future.

Program for CONCITO Thinking Together event:

The importance of Sustainable Transport and Mobility to Climate and Development

- How can Sustainable, Low Carbon, Resilient Transport and Mobility help create synergies between climate action and sustainable development?

Time: February 2, 2024, 13:00 – 15:30

Place: CONCITO, Læderstræde 20, Copenhagen

Background

The overall background for this event is that international society is falling short on delivering progress on the Paris Agreement, and halfway towards 2030 only 15 percent of the Sustainable Development Goals are on track. One of the key sectors in urgent need of transformative action with potential for synergies between Sustainable Development and Decarbonisation is **transport and mobility**.

UNEP's Emission Gap Reports highlight the importance of accelerating transformation in transport to keep the temperature goals of the Paris Agreement within reach. The International Transport Forum projects that without stronger efforts **all future growth in global transport CO2 emissions towards 2050** will occur in Low- and Middle-Income Countries in the Global South.

At the same time transport infrastructure is increasingly exposed to impacts of extreme weather events and climate change. Flooding can wash out roads and bridges, cutting off supply chains; storms can disrupt transport services, disconnecting whole communities from essential services. The World Bank estimate **the direct associated costs to count in billions of USD**, with the CDRI finds that Low- and Middle-Income countries will be shouldering an increasing share.

Meanwhile urbanization is progressing on a massive scale, with thousands of cities in the Global South suffering from **un-planned, sprawling urban development**. This imposes a need for longer and often unsafe journeys, which impoverishes or directly excludes millions from sustainable access to decent jobs, education, health services, and markets.

Overall, there is a clear need for a Just Transition to sustainable, low carbon, and resilient solutions to the growing mobility requirements of people and businesses in the Global South. Importantly, transforming and decarbonizing current transport and mobility trajectories can bring **essential synergies between Sustainable Development and Climate Change Goals**, for example,

- Current transport development in the Global South involves motorization with often unsafe and polluting vehicles like motorcycles, 3-wheelers, minibuses, and trucks of low standard. Providing better solution can deliver massive benefits to **traffic safety, air quality and health**,
- Fossil fuel subsidies are often used as costly and misguided mechanisms to alleviate low-income households from poverty, Reducing the demand for fossil fuels can release revenues for **better targeted social spending, reductions in inefficient taxes, and productive investments**.
- Transport is not gender neutral. Women typically walk longer distances than men, and make frequent, trips to combine multiple tasks. Rethinking mobility and including more women in transport decision making can **contribute greatly to Women's equality and empowerment**.

Denmark as promoter of green transition and decarbonization and resilience at home and abroad, could be uniquely positioned to promote the transition to a sustainable, low carbon and resilient transport and mobility also in countries and cities in the Global South, for example,

- Denmark is preparing to adopt a strategy for engagement with Africa in 2024, as well as a new strategy for development cooperation in 2025. Both are expected to build on integrating climate change and sustainable development to which sustainable low carbon transport and mobility could be essential components.
- Denmark is centrally placed in key international partnerships and processes, including co-chairing the NDC Partnership, and the High-Level Working Group on Climate-Development Synergies, to be addressed at the Summit of the Future in 2024.
- Danish society has significant scientific, technical, and financial capacity in economic domains related to sustainable transport including green energy, electrification, and urban infrastructure, with little dependence on conventional fossil oil and auto industries,
- Denmark has a strong tradition for effective governance of urban space, green mobility, and public transport as manifest in acclaimed concepts and practices like 'Finger Planning,' 'Copenhagenizing,' 'land value capture,' 'competitive tendering,' and other examples.
- All Danish Local Governments have adopted NetZero Climate Action Plans covering transport and have formed a unique Climate Alliance; Several municipalities are committed to international collaboration and knowledge sharing for climate mitigation and adaptation.

Today, however, transport or mobility are not clearly featured in Danish Development policy or ODA. No programs or partnerships have an explicit focus on transport or mobility challenges and very few Danish ODA funded projects involve transport and mobility solutions.

This does not appear to be a deliberate de-selection however, but more a result of traditions and limited awareness of the huge mobility challenges facing countries and cities in the Global South.

Purpose

The purpose of the Thinking Together event is to explore how sustainable transport and mobility can create synergies between climate action and sustainable development in the Global South, and how Denmark can contribute to both practical solutions and systemic synergies. The main focus will be on land transportation and urban mobility, while other aspects may be addressed as well.

The event will inform CONCITO's efforts to advance Climate mitigation, adaptation, and Just Transition in general and in transport, at the international scale, including via Denmark's development policies.

Questions to be explored are,

- In what ways are transport and mobility challenged by – and a challenge to – Climate Action and Sustainable Development?
- What are the most important synergies between Decarbonisation and Sustainable Development released by transforming transport, which are also applicable to the Global South?
- What is international 'best practice' in supporting the transformation of transport and mobility in the global South?
- Which capabilities and solutions can Danish business; Government, and civil society bring to the table in order to forward sustainable, low carbon, resilient mobility in the Global South?
- Which instruments for collaboration, partnerships, and investments could Danish actors utilize in the promotion of this agenda?

Program:

13:00 – 13:15 Welcome, presentation round, outline of the agenda

Jarl Krausing, International Director, and Henrik Gudmundsson, Senior Consultant, CONCITO

13:15 – 14:00 Sustainable Low Carbon Mobility in the Global South – needs and current practices.

Moderated by Henrik Gudmundsson, CONCITO

- **Transforming Mobility in African Cities** – Iman Abubaker, WRI Africa, Addis Ababa *online*
- **Role of sustainable transport in European aid strategies – Opportunities and Gaps.** Holger Dalkmann, SUSTAIN2030
- **Moving Cooler – Sustainable Mobility in German Development Cooperation.** Daniel Bongardt, GIZ, Berlin *online*

14:00 – 14:10 Break

14:10 – 14:40 Panel round: What and how could Denmark contribute to the agenda?

Introduced and moderated by Henrik Gudmundsson, CONCITO

Panelists,

- Winnie Petersen, Danish Ministry of Foreign Affairs
- Henrik Lundorff, Copenhagen Municipality
- Henrik Garver, Association of Danish Consulting Engineers
- Lasse Møller-Jensen, Professor in Geoinformatics, Copenhagen University

14:40 – 15:15 General discussion

Moderated by Søren Have, CONCITO

15:15 – 15:30 Summary, next steps

Henrik Gudmundsson, CONCITO, and Holger Dalkmann, SUSTAIN 2030

15:30 – Informal mingle with drinks and snacks.