

Development Education Times
Le Monde de L'Education au Développement

The Future of European Development NGOs and the Role of Development Education

A thematic dossier by

DEEEP Development
Education
Exchange in
Europe
Project



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Abbreviations

CECIP	Centro de Criação de Imagem Popular
CONCORD	European NGOs Confederation for Relief and Development
CRWG	Council Resolution Working Group of DEEEP
CSO	Civil Society Organisations
DAC	Development Assistance Committee
DE	Development Education
DEA	Development Education Association
DEEEP	Development Education Exchange in Europe Project
DEF	Development Education Forum
ELDC	Economically Less Development Countries
EU	European Union
FDR	Funding for Development and Relief (CONCORD working group)
GNI	Gross national Income
ISA	International Solidarity Association
MDGs	Millennium Development Goals
NGDO	Non-Governmental Development Organisations
NGO	Non-Governmental Organisations
NMS	New Member States
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
TDH	Terre des Hommes
UN	United Nations
UNDP	United nation Development Programme
US	United States
VENRO	Association of German development non-governmental organisations
WSSD	World Summit on Social Development

Introduction

Lara Paoletti, Information Officer, DEEEP

Why this thematic dossier

One of the aims of DEEEP is to create a "space" for information, exchange, reflection and co-operation between several NGOs and European countries on Development Education issues and to open a space for sharing ideas and promote critical thinking.

Through the quarterly newsletter *DE Times*, DEEEP constantly informs and involves NGOs on the actual European debate on Development issues.

One of the major issues debated in the framework of EU development co-operation system concerns the role, the identity and the added value of European development NGOs.

Considering the importance of this theme, DEEEP has decided to go "deeper" and to edit a thematic dossier on the future of European Development NGOs and the role of Development Education.

Aim of the dossier

2005 is a crucial year for the future EU External Development programmes and policies. Issues such as Development Policy Statement, Financial Perspectives 2007-2013, Access to Aid, Rationalisation of budget lines, EU commitments to the MDGs are presently under discussion.

CONCORD has engaged in a process of internal reflection, consultation and debate on the role of European NGOs (Development Days, 18/19 October 2004 and General assembly, 25/26 November 2004).

This thematic dossier is a contribution to this debate, in the framework of a changing and challenging European context.

Methodology and contents

DEEEP collected different points of view on the role European NGOs should play in the future.

In the 2nd chapter, people from different background, experience and perspectives were asked to answer the same questions:

- a. What role will NGOs have in Development policies, to eradicate poverty and promote social inclusion?
- b. Should NGOs in Europe focus more on DE, advocacy and lobbying rather than implementing projects in the South? Why?
- c. How can NGOs gain support from European citizens in the struggle for the eradication of poverty and the promotion of social inclusion?

Opinions expressed and arguments employed in the following articles are the sole responsibility of the author and do not necessarily reflect those of their organisation or institutions, nor of DEEEP.

DEEEP tried to collect a wide range of points of view: from Northern NGOs as from Southern ones, from practitioners working on Development Education as from people working on Development Co-operation field, from institutions as European parliament and European commission.

The 3rd chapter tries to go deeper into specific aspects such as the level of funding for DE within the ODA, reflect on the integrated approach (Development Education + Development Cooperation) to eradicate poverty and promote social inclusion; take into account North-South partnership with its weaknesses, strengths, opportunities and needs.

Last chapter is a reflection document developed by the Council Resolution Working Group (CRWG) of DEEEP. It is an open document, meant to stimulate a reflection and to start a discussion over the role of Development Education in a changing world, as part of the wider debate over the role of Development NGOs.

The appendix contains the results of the European Conference on Public Awareness-Raising and Development Education for North-South solidarity. The conference, held in Brussels in May 2005 and organised by the Directorate-General of Belgian Development Co-operation (DGDC) and the European Commission (DG Development, ECHO and EuropeAid) in close cooperation with the North-South Centre of the Council of Europe, the OECD Development Centre and CONCORD, proposes very concrete recommendations on how to engage European citizens through Development Education and Awareness Raising.

Chapter 2 - Background

2.1 A new paradigm, a new role

Angelo Caserta, Co-ordinator, DEEEP

Three years ago in Cluj Napoca (Romania), Dot Keet, Research Associate at the Alternative Information & Development Center (South Africa), challenged a group of activists attending the TRANSCEND Summer Peace Institute.

'Northern NGOs should stop sending us money and coming to our countries to run development projects. We do not need this any longer. We need you to provide valuable information which we can use for our own analysis and to elaborate our own policies regarding globalisation and development. We need you to raise awareness among your citizens and lobby your politicians so that the international rules of trade can be changed in favour of us, the so-called South' .

I found then, and still find, this vision very progressive and, in a way, revolutionary.

The 'developmentist' paradigm has been largely based on the opposite assumption, namely that the best way to respond to the moral duty of 'helping the poor and marginalised populations in Economically Less Developed Countries' (ELDC) was to intervene direct with development/humanitarian programmes/projects.¹

Although smoothed by successive make-ups and challenged by the emergence of globally structured social movements, the core of the paradigm remained basically unchanged from the 60s, moulded on the Western post-colonialist vision of the world.

Today several forces stress and reshape this model, requiring a fundamental rethink, namely:

- a. Countries considered 'poor' or 'under-developed' are now becoming significant economic powers and major players on the international scene;
- b. Poverty is no longer confined to clearly identified countries or regions, but cuts across countries and societies worldwide. The multi-layer society (extremely rich, rich, middle class, poor) is now a pattern common to many countries (whether economically developed or less developed);
- c. The link between development, democracy, the rule of law, peace, social and economic rights, and the environment is now accepted by many decision-makers and international bodies, although the practice is still largely driven by a simplistic attitude;
- d. In the EU, enlargement to include countries formerly under Soviet rule is bringing in new languages, visions and geographical issues;
- e. The level of importance placed by public opinion on development-related issues is low with respect to humanitarian assistance. 'Development' is a hard-to-understand, ambiguous, unappealing term;²
- f. Civil Society Organisations (CSO) in ELDCs are generally stronger than a decade ago, and claim ownership over development programmes, political activities, education and campaigns. They are able to shape their own programmes, establish their own strategies and access international donors' funds direct.

By challenging the very basis of the paradigm, these forces also pose fundamental questions about the role of European NGOs.

¹ There is not yet consensus on any politically correct term to identify all countries/areas considered as beneficiaries in the developmentist paradigm. Often 'Developing Countries' , 'South' and even 'Third World' are used to indicate heterogeneous countries/areas in the world. I use the term 'Economically Less Developed Countries' here to underline that 'less development' refers only to the economic sphere.

² See also Public Opinion and the Fight Against Poverty, OECD 2003, www.oecd.org

Given the changed context and the new capacities of CSOs in Economically Less Developed Countries, do we still need European NGOs as intermediaries of international co-operation? Should international donors, and the European Union in particular, grant NGOs and CSOs in ELDCs direct access to funds for development and relief? Should European NGOs invest in [local/global] awareness-raising, campaigning, advocacy and education in partnership with NGOs/CSOs in ELDCs rather than in direct actions/programmes in these countries?

And, more generally, can we still talk about 'development' or should we rather adopt the new more holistic concept of [world-wide] 'human security'?³

The debate among European 'development' NGOs is open. The diversity of visions is a sign of vitality and richness and further evidence that a confederation like CONCORD is very much needed to mould a common vision.

With this dossier DEEEP wishes to contribute to the debate, giving voice to different opinions, including those from ELDCs. DEEEP will also keep a focus on this theme by hosting further contributions and reactions via the Internet newsletter 'Development Education Times' (www.deep.org).

Food for thought to keep us moving towards a new shared vision, a new role, a new paradigm.

³ See, for example, http://www.dochas.ie/Working_Groups/Presidency/BriefingPaper.pdf or <http://www.un.org/secureworld/>

2.2 The role and added value of European Development NGOs. A challenging debate within CONCORD

Olivier CONSOLO, Director, CONCORD

Since the creation of CONCORD in 2003, most of its working groups and governing structures have been confronted, at some point during internal discussions or exchanges with external partners, by the question of the role and added value of European development NGOs within the EU development co-operation system. The European NGO community has a long history of discussions and debates around its identity and role, not only in the co-operation system but also, more broadly, as an actor involved in local and international economic, social and political arenas.

However, in recent years, those debates seem to have intensified and accelerated. The changes which have occurred since the end of the 90s in the global governance and aid and co-operation contexts are facing development NGOs with new questions concerning their specificity, functioning, position in society and purpose. Development is recognised by all stakeholders as not only an economic and technical issue but also a highly complex political and institutional process, in which a multitude of actors are involved with a long-term perspective. European development NGOs share these views. But they are broadly divided among those who consider this new context as an opportunity to redefine its specific role and those who are trying to maintain their position and status quo within the European development co-operation system.

The media and public opinion can misinterpret a defensive reaction from NGOs to the changes in the context in which they operate, particularly as civil society organisations in the developing countries have the capacity to steer programmes and processes in their countries. In those cases, the attitude of the NGO community can then be perceived as that of an interest group, more concerned by its own survival than by its mission.

In order to avoid this perception, the strategy of CONCORD has been to keep a proactive profile in the debate, fostering internal discussions and showing both public opinion and policy-makers the specificity and added value of NGOs. The 2003 Palermo Conference was a first opportunity to discuss the role of NGOs among members of CONCORD and officials from Member States and the EU institutions.

Since then, the last two CONCORD General Assemblies (November 2004 and May 2005) have had debates and workshops on the matter, and the Board, Advisory Group and Policy Working Group of CONCORD have also raised this strategic discussion. One of the aims of all these initiatives has been to work towards a common political position on the role and added value of NGOs. This is particularly necessary at a time when the strategic partnership between the Commission and European NGOs is being reviewed.

CONCORD has recently launched various internal consultations in order to be prepared for that review. The intention is to gather feedback from its membership on broad issues such as the new development policy and its instruments, but also their specific vision of the future EC-funded development mechanisms for NGOs. These consultations inevitably pose the question of the role and specificity of NGOs, among other civil society organisations, in the system. A strong political statement is needed from the Confederation to take those consultative common positions to the negotiating table with a clear strategic view.

At this stage, to state from this platform what the role of European NGOs in the next ten years should be will pre-empt those positions and negotiations. It is up to our members to decide, through different participative and inclusive consultations, 'what they want to be'. Nevertheless, the Secretariat of CONCORD believes not only that the future statement will have to be political, but also that the role of NGOs has to become increasingly involved with policies and political concepts such as participation, citizenship and empowerment. Poverty eradication is a highly political issue and needs responses that go beyond an economic and technical dimension if we want to obtain long-lasting results.

European NGOs have a privileged position, which allows them to be in the frontline of the fight against poverty simultaneously in different countries and at various levels. They play a pivotal role,

linking and networking citizens and movements in the EU and other countries in order not only to undertake specific development co-operation initiatives but also to mobilise and sensitise citizens and to put pressure on governments and institutions.

European NGOs have to assume these new global responsibilities and rethink how some parts of their activity can be conducted in partnership with the European Commission. The role of gaining support, and even participation and mobilisation, from European citizens 'in the struggle against poverty and the promotion of social inclusion' seems to be one of these. The challenge is how to integrate and combine those awareness-raising and development education activities with all their other roles, both in advocacy and operational matters, which make up the specificity and richness of the European development NGO community.

Chapter 3 - What should the role of European Development NGOs in the next 10 years be?

Six representatives of European and Southern NGOs, European Institutions and New Member States answer the following questions, trying to figure out the role of NGDOs in the future:

- d. What role will NGDOs have in Development policies, to eradicate poverty and promote social inclusion?
- e. Should NGDOs in Europe focus more on DE, advocacy and lobbying rather than implementing projects in the South? Why?
- f. How can NGOS gain support from European citizens in the struggle for the eradication of poverty and the promotion of social inclusion?

3.1 Role of European Development NGOs in the next 10 years. A vision for the future

Deepali Sood, Plan EU Liaison office, Member of FDR

What role will the European Development Non-Governmental Organisations (NGOs) play in the next 10 years with regard to eradicating poverty and promoting social inclusion in the South and in advocacy, lobbying and influencing EU development policies in the North? Will they have a new defined role as far as implementing projects in the South is concerned, and if so, what will this new role look like? What about the role of the European NGOs in ensuring corporate social responsibility vis-à-vis numerous multinationals that are working in the developing countries? How will the NGOs prepare and organise themselves in the face of an increasingly critical line of questioning by donors, both multilaterals and governments, media and multinationals, regarding the role and added value of European NGOs? Finally, what do the recent advances in information and communications technology mean for the work of European development NGOs? This paper intends to look at all these issues in turn.

Civil society is an important actor in development, and has a crucial role to play in building ownership and participation in national development strategies as well as holding public bodies to account. This is increasingly accepted as a cornerstone of international development policy⁴. Indeed, in the international discourse within the context of development, it is a noted fact that NGOs have played a major role in pushing for sustainable development at the international, regional and national levels. Campaigning groups have been key drivers of inter-governmental negotiations, ranging from the regulation of hazardous wastes to a global ban on land mines and lobbying for the achievement of the MDGs (Millennium Development Goals)⁵.

European Development NGOs are indeed **major actors in implementing projects** in developing countries worldwide, through their own country offices or delegations on the ground – which in many cases consist of overwhelmingly local staff, increasingly with Southern management teams and leadership, thus denoting a shift of power within the governance structure of the organisation concerned – and with local indigenous NGOs at national and grassroots levels as their key partners.

Especially in those regions where there are **few or no local organised civil society organisations** and where freedoms are curbed by **repressive and dictatorial regimes**, European NGOs show their tireless support and solidarity. These regions include those which are affected by conflicts and violence and where there is a dire need for humanitarian and development aid, such as Iraq, Afghanistan, Sudan and many others.

Furthermore, European Development NGOs also play a key role in contributing to the **emergence of new civil society** organisations, building **international alliances** to respond to global challenges (trade, human rights and democracy, international governance), and **acting as a bridge** between EU citizens, EU institutions and developing countries⁶.

But in the next ten years, European NGOs will go beyond focusing their energies on EU governments and inter-governmental processes alone. Furthermore, they will not restrict their role to informing and involving EU citizens in development issues. **Indeed, any development education or awareness work done at the European or Northern level cannot be and must not be divorced from the realities in the programmes/on the ground.** European Development NGOs will thus enter into **meaningful partnerships** with **Southern NGOs**, both national and local, and enable an equal and balanced exchange between the members of NGOs from both sides of the globe, mutually beneficial to both. This will take form of **international campaigns, joint**

⁴ CONCORD FDR Initial Position Paper - Future EC funding of Civil Society Organisations, July 2005

⁵ 'The Rise and Role of NGOs in sustainable Development': International Institute for Sustainable Development, 2005

⁶ CONCORD FDR Initial Position Paper – Future EC funding of Civil Society Organisations, July 2005

advocacy efforts and **coherent strategies** influencing global policy, targeting multilateral donors and governments in both the North and the South.

Moreover, to address the question increasingly facing global NGOs on **disconnection from their beneficiaries** – posed by the media, national governments, multilaterals and multinationals – namely, to what extent the European NGOs are in touch with the local communities they work for, European NGOs will build **meaningful, genuine and equal relationships with the communities**. Hence, a shift in the power paradigm at the ground level will take place – right from the conception and implementation level, to the evaluation of results and the scaling up of operations or alternatively withdrawal from programmes. The decision-making will thus shift from the offices of the international and local NGOs to the ground, to programmes and to the communities involved.

European NGOs will also participate more and more in **dialogue with multinational corporations** – many of which can rival entire nations in terms of their resources and influence – in order to bring their regulations and practices, both in the developed and in the developing countries, into line with the international human and labour rights and code of conduct for industry. Corporate social responsibility will become an important yardstick in choosing corporate donors as partners of NGOs, and they will get increasingly involved in the NGOs' programmes on the ground.

Moreover, advances in **information** and **communications technology** will afford NGOs much better access to their partners in the South. Southern NGOs, on the other hand, will proactively participate in global happenings, world events and political opportunities to make their concerns known. This will also result in an **improved quality** of exchange of information, strategies, experience and thus, finally, better **quality of programmes**, with the beneficiaries of the aid as the main drivers of their own development. A **rights-based approach to development** will thus be the order of the day for all NGOs implementing programmes on the ground, be it European NGOs or other global, national and local ones.

A current challenge is that of enhanced control by the donors who no longer accept that NGOs (European or otherwise) are automatically 'good' actors. At the EU level the recent speech by the Vice President of the Commission, Commissioner Kallas, comparing the legendary figure Robin Hood to NGOs in terms of non-transparency in dispersion of funds⁷, is a case in point of such direct attacks on NGOs. As already mentioned elsewhere in this paper, NGOs today not only face the questions of legitimacy, accountability and transparency, in addition they are constantly being asked to prove their added value and impact on the beneficiaries they claim to assist and support. A crackdown and even tighter control are to be expected by the world donors, including the EU. In the coming years the European NGOs will face these challenges head on and address these concerns in a convincing and efficient manner, starting with self-reflection and self-criticism and moving on to changes in their own governance structures, empowering the recipients of aid in a genuine manner, so that the decision-making shifts from NGOs to the programme level. They will answer their critics by being **democratic, accountable** and **transparent**, not only in terms of expenditure and financial accountability, but also in terms of quality of interventions and the **impact and results** of their programmes.

Finally, European development NGOs will fulfil their integral role as **global partners** and enhance coherence in global decision-making process ranging from consultation, policy engagement, campaigning, advocacy, participatory development and quality aid empowerment, to giving people the knowledge and skills to take control of their own lives and the decisions that affect them.

⁷ KALLAS Siim 'The need for a European Transparency Initiative' Vice-President of the European Commission and Commissioner for Administrative Affairs, Audit and Anti-Fraud, SPEECH/05/130

3.2 Past, present ... future?

Marie Leclerc, French platform, Member of DEF

Among the radical changes that our world has witnessed in the past 10 years, there is admittedly a great deal of violence, but there are also several positive trends to highlight:

- the growing involvement of the NGOs in the international debates and summits,
- the birth of the 'altermondialiste' movement and the dynamic of the Social Forums,
- the strengthening of work in networks (in France, we are seeing the development of the national and regional collectives, inter-associative campaigns, and platforms, notably in the field of DE and advocacy),
- the democratisation (albeit relative) of the internet as a tool, enabling the proliferation of contacts between people at the international level.

These significant trends illustrate the rise in the power of the players in the civil societies in the North and the South alike, and especially the relations between those civil societies. What is, or would be, the role of the NGOs in such a context?

First, though, what exactly is an NGO or an international solidarity association (ISA)? The debate on the identity and functions of NGOs is massive, given their diversity. So let us concentrate on what the ISAs in the North have in common: firstly the purpose of their action, which is solidarity (which may take the form of the battle against poverty). Then another essential factor is the proximity to the civil society. In the North, this takes the form of support across a network of militants/volunteers, and in the South, it means working with partner associations. The latter characteristic seems to me to be a major issue for the European NGOs, for it represents a local base, democratic control and therefore a foundation for their legitimacy.

That being so, one essential 'added value' for the NGOs in the future will lie in their capacity to construct/reinforce the 'bridges' between the civil societies in the North and in the South. More specifically, it will be a matter of developing common projects and ambitions based on a shared vision according to which 'a different world is possible'.

What types of 'bridges' should be focused on?

It has to be reaffirmed that sustainable development is viable only if it is initiated, implemented, managed and co-ordinated by the populations concerned, on the basis of their local realities. Today and in the future, the work of the 'Northern' NGOs with the civil societies in 'the South' (notably) thus needs to be based on ties of partnership and shared responsibility in the activities conducted. This choice implies supporting partners while never taking their place, and promoting their accountability. Partnership needs to be an objective, but it is also a means, for it implies relationships of solidarity, equality and co-operation, which are alternatives to the current global system based on discrimination, injustice and domination.

The European NGOs need to participate actively in the reinforcement of the civil societies in the South and the North alike, in order to encourage the emergence of players who can bring about social transformation at all levels. For any development process involves these players and their ability to take their place among the political and economic powers, and to mobilise in particular by asserting their rights.

This development of their capacities is essential, and notably capacities in terms of expertise. For the world will not change either on its own, or through the implementation of recommendations drafted by 'experts' cut off from the grass roots (whether they work in national governments, international institutions and/or NGOs). The ISAs, for their part, base their proposals on a citizenship-based expertise, which combines competence, through their understanding of the contexts and the social struggles, and innovation, through their new local practices. The NGOs need to impose their vision and their competences on that ground.

Why mobilise? What reforms should be promoted?

Acting on the causes of bad development, in the South and in the North alike, is a priority. This might seem obvious, but so far, most of the public at large still sees the action of NGOs as essentially charitable, sending equipment or support for small, concrete projects. While it is essential for NGOs to continue supporting modest initiatives aimed directly at the most disadvantaged, they also need to pay attention to the innovative projects which will potentially deliver social change. But the move to a more political dimension of transformation of our societies is an evolution (or a revolution?!) which first needs to be explained to the militants in the NGOs, but also – and above all – to the public at large. This entails massive raising of awareness about the causes of bad development, and therefore the necessity to reshape the political, economic and social structures at both the national and international levels.

Moreover, the NGOs need to develop their capacity to have an influence at the level of the international negotiations, notably for the sake of directing the development policies, whether they be national or international, in the interests of the struggle against poverty and inequalities. It is indeed a question of the quality of these policies, but also the resources available to transform them into deeds. To that end, the NGOs have for a number of years been conducting advocacy actions in favour of an increase in the resources (the 0.7% campaign), the cancellation of debt, a reform of the rules of world trade, the scrapping of tax havens (campaign for the MDGs), etc. Yet these reforms require the backing of public opinion for these ideas. If the voters support North/South solidarity, European and national politicians alike will doubtless follow!

We therefore see that on a number of aspects, it is indispensable not to neglect the question of raising awareness among the public at large. A failure to tackle this stage would mean a risk of getting cut off from 'our base', waging a campaign driven by 'experts' which will have little chance of influencing the political and economic decision-makers. Securing strong democratic support on these questions is a crucial issue.

The pivotal role of development education

DE is a process which seeks to be better informed about the world around us, to look at it in a lucid and critical way and notably to understand the mechanisms of exclusion in North and South alike. Ultimately, it is a process which results in a change of mindset and behaviour by everyone, for the sake of making an individual and collective contribution towards the construction of a fair, sustainable world driven by solidarity.

'Think global, act local' is a meaningful watchword today, and will be even more so in the future.

DE is an active learning process based on values of solidarity, equality, inclusion and co-operation, capitalising on the richness of diversity. This makes it into an 'alternative' way of building bonds between human beings. DE also means reaffirming the importance of the task of raising awareness in the long term in a global context of work on an emergency basis, seeking short-term profit, a race to visibility. DE, finally, is a 'path', built up day by day by those who implement it at the most local level. So we need to continue to encourage the training of educators, capitalisation, pooling of experiences and evaluation in this field.

Let us outline here a few issues for the future:

- *Developing the DE programmes vis-à-vis the citizens of Europe* (notably in the new Member States). It is a question of raising citizens' awareness of the questions of bad development, and highlighting the idea that greater North/South solidarity is necessary (and that one of the things it involves is financial support, in other words an increase in the European and national budgets to that end).

- *Driving forward the practices of DE*. We note that the DE programmes are increasingly tending to go beyond simply raising intellectual awareness of the problems facing the world, and are putting forward forms of actions to effect concrete changes to our societies. One thing that this entails is a link between DE programmes and advocacy. The point is that these two avenues are complementary: a public whose awareness has been raised more skilfully will be more amenable to the message and the desire for transformation.

More precisely, it will be essential to address some themes in the near future: sustainable human development; access to economic, social and cultural rights; the fight against the mechanisms of exclusion; a critical analysis of information; migrations and the inter-cultural approach; the MDGs; fair and ethical trade, etc.

- *Developing 'multi-player' projects in the North.* It is urgent to touch more citizens more coherently, getting the messages to converge better. To do this, the priority needs to be to increase collaborations with the other sectors in civil society in the North, and more specifically, the NGOs committed to the defence of human rights, the environment and popular education. Attention likewise needs to be paid to working with the media, school and university circles, the cultural players and the professional milieu in general.

- *Working with the marginalised populations in the North.* While behaviour patterns need to change in the North, DE cannot just touch the middle classes. The question of the link between DE and popular education, in North and South alike, is essential.

- *Integrating DE and co-operation programmes in the South.* These activities are usually separated in the NGOs' organisational charts, which doubtless leads to a loss of mutual knowledge and collaborations. Yet these activities are pursuing the same objective of social transformation, seeking to contribute to the fight against poverty and exclusion. So they should not be seen as conflicting, rather they should be seen on a complementary or even integrated basis. In the years ahead, it would be relevant to 'globalise' the DE actions, in other words to encourage the work in the North and the South on DE programmes carried out together. They might lead to concerted advocacy processes. This calls for a common capacity between players in the North and in the South to analyse contexts, and define 'key' subjects on which to act jointly at the international and regional or local levels.

The world will change thanks to the mobilisation of all parts of civil society in the North and the South. But one global question nevertheless faces us all: what interests should be defended jointly? **'Acting together'** is an objective, but it is also a method of progressing towards some answers. Perceiving the future in terms of shared responsibilities, developing the 'multi-player' work, and encouraging North/South partnerships across all areas, are strategic choices for the European NGOs to reaffirm in the years ahead.

3.3 A time to listen

Gargi Sen, Magic Lantern Foundation – India

What role will NGOs have in development policies, to eradicate poverty and promote social inclusion?

The cataclysmic events of 26 December 2004 once again brought to the fore the interconnectedness of the globe and all its people. In the midst of the earth-shaking devastation, the one fact that stood out was the common concern of humanity as a whole. There was barely any community or people who had been spared by the tsunami. For once it was not something that happened 'out there.' It was something that touched nearly everyone and shook our individual lives to their very foundations. And people all over the world shared grief and concern and made a common cause for healing.

Having said this, the question that needs answering is what the relation is between the tsunami and NGOs, development policies, poverty eradication and social inclusion? To my mind, the answer is fundamental, or none at all: it's really a question of perspectives.

For the tsunami brought two things in its wake, apart from the devastation: on the one hand it brought out the most humane qualities in most people: the desire to help and assist, to do something, however small or insignificant, and on the other it brought to the fore avarice, the ambulance chasers, the dealers out to make a quick buck and most importantly, the cruellest forms of discrimination. It almost appeared that even though the tsunami had attempted to wipe the slate clean, human society was more persistent. It was bent on playing out its role all over again, in patterns that are so sickeningly, and at times even inspiringly, familiar.

There are many stories of inspiration during the short but savage pounding. But many more are visible in the post-tsunami period. Strangers, marooned housewives, concerned people from all over the world found ways to connect, to collaborate and to network to provide assistance to those who desperately needed it. For many days it appeared almost as though the tsunami had, quite unintentionally, actualised the eighth agenda of the Millennium Developmental Goals: to develop a global partnership for development. And most of the work happened through NGOs or individuals, because many governments (including the Indian one) did not ask for assistance.

But once the rawness of the fear and grief passed, other stories began to filter through. These were stories of discrimination and opportunism. The horror seemed never to go away. Whereas earlier it was the fury of nature, now it seemed to be the prejudiced men and women who were responsible for causing the utmost misery and pain.

While nature treats everyone as equal, the forms, kinds and nuances of discrimination are necessarily local and culture-specific. The myriad ways in which the discrimination against Dalits ('untouchables') is institutionalised are often missed by institutions in a fairly new republic like India, cherishing ideals of secularism and equality. And these forms can be totally opaque to persons from another cultural history, inhabiting a different space and world-view.

It probably goes without saying that the most abject poverty rides on the shoulders of this precise discrimination. Hence, no attempts to eradicate poverty can take place without a simultaneous attempt to promote social inclusion. And the two, together or singly, are challenged by the same forces: vested interests, the status quo, human greed and a certain belief in the rightness of inequality and a resultant favouring of some over others.

So the tsunami helps to draw a couple of clear pictures. One shows that all attempts to ameliorate the situation have fundamentally to understand the forms and methods of discrimination that operate in societies today, and then devise ways to reduce it and promote values of social inclusion in order to reach the poorest and the most marginalised people. The other is simpler and possibly

able to fulfil 'targets' better. It simply ignores the discrimination and goes about doing whatever has to be done. In this case, to ensure that relief reaches the areas that require it. Whether the relief reaches those acutely in need of it is then a matter of 'local efficiency/people/corruption/governance' only. It is not quite our problem and we can assuage our conscience because we have done 'something'.

It is, as I said to begin with, a matter of perspective really. But more importantly, it is also a matter of policies that are devices based on these very perspectives.

The first generation of development aid had focused on natural disasters. The criticism of the first generation initiatives often was that they looked at 'targets' rather than people. Today, the tsunami has brought the debate back to square one. The question that we all have to face is whether it is sufficient to contribute and ensure that aid reaches the victims and ignore it when the poorest of the poor are turned away from the relief camps, as Dalits in South India were? And if the mind wanders into these uncomfortable areas, blame it on local prejudice, corruption, greed and 'them': those who are necessarily different from us. Isn't this precise attitude the front-runner of the philosophy of inequality? After all, where is the human society that does not practice discrimination?

Can development policies today afford to continue with this blinkered vision? Can they merely divide and blame: our aid and your discrimination? Or even better: our discrimination is not as discriminating as yours, or not as vicious as yours. Try convincing any homeless wino huddling in the underground stations of the beautiful European cities that he is better off than the traumatised Dalits who were turned away from the relief camps and he will probably laugh in your face, if not spit in it.

The first goal for the development in this millennium, the eradication of poverty, is impossible to achieve without the simultaneous objective of social inclusion. And the rights-based perspective that underscores entitlements and social justice has to be its very foundation. This dictates that development policies recognise reality and stop the blame game; that they move beyond meeting targets and meet the challenges posed by entrenched forms of discrimination; that they recognise that discrimination, although a global phenomenon, has a local face and history; that history and culture must be understood before interventions are planned.

There is a need to listen. And to learn. And both of these are new for Europe. Historically, Europe has traded, conquered, converted and consumed. And listening and learning is not easy. It requires engagement at many levels, especially an engagement with NDGOs, from the North and from the South. A commitment to face-to-face dialogue and to building networks across the globe that operate with the collective understanding of equity and social justice.

Otherwise we will never get further than square one. We might assuage our guilt, but we will have done precious little to break the cycle of poverty.

Should NGDOs in Europe focus more on DE, advocacy and lobbying, rather than implementing projects in the South? Why?

What exactly does 'listen and learn' mean? After all, all television viewers in Europe 'listened' to the stories of the tsunami. All them 'learnt' of the awful devastation and could quote the statistics like any true follower of numbers. Many followed the stories for a long time, till other stories replaced them. Except for those whose lives were touched in some form or other. A child lost, a lover missing, the terror of confronting death. A desperate need kept the holidaymakers stationed on the devastated beaches. Others joined them in the futile search. For them, too, after a while the horrors of death went away. What remained were the horrors of the third world or the global South. The stench, the twisted and complex laws of claims, the corruption, the endless palms that needed greasing...

These stories added to the ones on television, and the continent slowly listened and learnt. Now of other things. The statistics were replaced by real stories. Of people like everyone else who told of unimaginable horrors. The tsunami, yes, but more than that, the inefficiency, the lack of logic, the strange manners of doing nothing.

The lessons from the South have been learnt first-hand. So then what else is there to learn? What new stories are there to listen to?

And this possibly is the heart of the matter. Because the lessons from the South have not been learnt, because the stories from the South have been heard filtered through pre-conceived notions, notions of 'us' and 'them'. Otherwise, how can a Europe that has built and strengthened itself through the migration of communities and people today develop policies that strike at the root of this very exchange? The almost inhumane immigration policies are a case in point.

But coming back to the tsunami and the lessons from the South, it seemed that what was possible had been done. Relief material was collected and sent, experts flew in, expertise was sold and proposals for early warning schemes began to do the rounds. Talks of global monitoring through satellites was heard of, and men in suits were seen doing the rounds of the ministries of environment, science and commerce. Special cells came up, to monitor, to rehabilitate. Volunteers rushed in to extend a helping hand. And despite everything, the discrimination flourished. People were turned away because they were born into castes considered to be impure.

And why were these stories missed till such time as the media picked them up, quite a few weeks later? And the media did not pick them up willingly. These were not news 'scoops', even though they were presented as such. The reality was that many of the local groups that worked on the ground pushed these stories to the front. For once, they could set the media agenda, at least in the South. And the global media soon followed too.

But in the West, (or should one say the North?) it – the discrimination – became simply another story that highlighted the horrors of the South. The point – not only the idea of being responsible for sending aid and becoming involved in development activities, but also the need to take responsibility to ensure that it reached all the victims without discrimination – was missed altogether.

The first point first. Why were these stories missed to begin with? After all, there were people on the ground also.

In the affected areas there exists a conspiracy of silence. The Indian ruling classes, for instance, have developed foolproof systems of dealing with the Dalits. It is done through a complicated series of erasures, appropriations, interpretations and representations. It is swift but subtle. It wreaks vengeance on anyone stepping out of line, but is very difficult to recognise because it operates through symbols and signs developed over centuries that continually reinvent themselves.

And for those who are alien to such cultures, this silence can lead to opacity of vision. A deeply divided community that shares geographical proximity and yet lives divided by distances that conceptually defy definition is difficult indeed to understand.

And herein lies the crux of the matter. The Northern NGOs can either try to understand the complexities of the situation or simply rush in to ameliorate the situation. The tsunami did not allow the luxury of the former, and hence the latter became the only possible option.

But global co-operation need not wait for the tsunami. These networks can be developed even otherwise. The need is to recognise the realities on the ground and forge alliances of trust and shared concerns. And it is most crucial to put such networks into place in order to respond to calamities like the tsunami or even to eradicate poverty and meet the other MDGs. Without such networks, the northern NGOs will continue to try and do everything, and possibly actually do very

little. The lack of such networks will mean that the realities on the ground continue to remain opaque to the North and the blame game will continue.

While Development Education aims to raise awareness and understanding of how global issues affect the everyday lives of individuals, communities and societies and how all of us influence the global in turn, its potential has been mostly restricted to intra-community or intra-nation activities. Even then it is at best a way to share wisdom and learning. But Development Education must begin a step earlier. It must begin with questioning those precise wisdoms and learning and validating such learning through a sustained interaction with the South. And a network is of paramount importance here.

Such networks require to be developed with respect and trust. And the way forward is to listen and to learn.

How can NGOs gain support from European citizens in the struggle for the eradication of poverty and the promotion of social inclusion?

If the first steps of DE have been taken, the second obvious step would be to share this learning with the citizens of Europe. The first steps would entail listening to and learning from the South and putting into place a practical network of organisations, institutions and individuals who can debate and carry the discussion forward: a network that guides and as well as acts.

The slogan of the day is possibly not very different: think (and learn) globally but act locally.

The picture of the South that holds primacy in Europe is that of a huge begging bowl. That picture needs to be changed. The new picture must show people with dignity, centuries of wisdom collected in the face of adversity, community concern inconceivable in the North, native enterprise and survival tactics, people with free will and independent minds.

Development does not, and should not, mean dependency. If aid is discussed so must debt and the debt trap be. Discrimination does not only rule freely in the South. The most discriminatory trade policies flourish with abundance. And the collective might of the European Union can do little to change it. Policies of development have to be seen together with policies of trade and enterprise. Are these equal? The piecemeal approach does not bear fruit.

Only if the first steps of DE, those of listening and learning, are taken can the NDGOs in Europe expect to carry the citizens of Europe with them on their mission. They have to stop peddling the South. They have to listen and learn from the South. If the first steps are taken honestly, the second can actually become easy. The many decades of DE have built a formidable experience base. Now the need of the day is to harness these channels to share the truth with humility.

But truth must be recognised first. And that requires the will to face it.

3.4 On the principle of subsidiarity: the political role of NGOs

Luisa Morgantini, Chair of the Committee on Development – European Parliament

In recent years, the role of Non-Governmental Organisations (NGOs) has undergone profound change. The sector has gone into exponential expansion in both the Northern and the Southern hemispheres. In particular, there has been a significant growth of NGOs and civil society organisations in Asia, Africa and Latin America.

NGOs have a very important contribution to offer: in the implementation of robust projects capable of poverty alleviation; in offering fundamental services and promoting social inclusion. In emergency situations, it is NGOs who have the most rapid and effective capacity to intervene. At a political level, many NGOs make an important contribution to policy-making in the field of co-operation thanks to their wealth of relevant experience. The presence of NGOs in the world is therefore fundamental in terms of speaking out and providing information on the living conditions of millions of people who would otherwise be ignored by traditional information channels. In particular, NGOs have a fundamental role to play in denouncing human rights violations.

Nevertheless, the world of NGOs (in the North) is being transformed. Competition and overlaps are growing, actors present in the field are multiplying, and many civil society based NGOs are turning into project agencies, with no relation to their social base and beneficiaries.

In addition to the rapid growth in numbers of NGOs, the capacities and competences of Southern NGOs are forcing Northern NGOs to rethink their role. This can no longer be merely driven from above and functional, but must be based on a genuine partnership of equal dignity and valorisation of local civil society. Northern NGOs should apply the principle of *subsidiarity* towards Southern NGOs: Northern NGOs should never do what Southern NGOs are able to do on their own once in a position to operate and plan projects with local and international support. The role of Northern NGOs in relation to their Southern counterparts cannot only be simply confined to transferring funds. This creates amongst other things a relationship of dependence. They should, however, promote relationships of true partnership in which technical assistance and capacity-building are offered in such a way as to help local NGOs develop, since it is they who have the strength to implement the necessary changes to eradicate poverty and generate social inclusion.

Unfortunately, however, there are some actors in non-governmental international co-operation who *de facto* control the majority of the financial resources of world donors and hegemonise relationships with international bodies. This leads to the following consequences: asymmetry with actors from civil society in the South and the loss of the social dimension of many NGOs in the North.

There is a need to avoid excessive fragmentation of the NGOs and to avoid excessive overlap and competition between different actors who, on the contrary, should co-operate and co-ordinate action through networking. For this reason, it is necessary that large organisations move towards a specialisation, from either a thematic point of view or a geographical one. This will allow them to concentrate on more specially defined and delineated problems.

The professionalisation of NGO activities has led them gradually to lose contact with civil society and to forget their political role.

The role of NGOs, as well as being that of initiating and implementing projects, will have to be one of presenting and promoting a development model that is different from the dominant one. The problem of development cannot be exclusively resolved through the implementation of projects in the field. These projects can be useful for the satisfaction of immediate needs, for improving the living conditions of certain sectors of the population or for ensuring damage limitation in emergency situations; however, they are insufficient when it comes to changing the structural mechanisms inherent in international political and commercial relations which lead to the unequal distribution of

income, to limited access to resources and to exclusion from fundamental services. International solidarity cannot substitute the role of the State, or worse, be used as an instrument of privatisation of services, entrusted to NGOs, that were previously managed by the public sector. It is necessary to maintain critical attention on these factors so that NGOs are not used as a 'crutch' or as a 'Trojan horse' for the reduction of public intervention and the opening of new markets.

The big step ahead that NGOs will have to make over the next few years is that of giving a bigger political edge to their own activities through an ever-greater affirmation of a policy of international solidarity. Activity should move towards pressure on donor countries to promote development policies that are consistent with a genuine idea of international solidarity. This is an important element to push, in order to ensure that the commercial, monetary and financial policies of the European Union are coherent with development policies. At the same time, NGOs representing civil society have to exercise control over institutions to ensure that promises are kept and that international solidarity is achieved in all policy areas.

If the political role of NGOs is to be reaffirmed, they must go back to having a social base, to being rooted and present in society, and being capable of communicating and disseminating an alternative idea of development to the dominant neo-liberal one. A stronger presence amongst the population and closer contact with civil society is indispensable for raising the profile of development issues and having significant weight in political discussion. Thus, wide sectors of society will be able to exert pressure and control to ensure that international solidarity becomes an integral part of EU policies and characterises their internal coherence.

Issues relating to the imbalances between North and South have to be clear to all of civil society. Development Education, the presentation of the related issues in all their complexity, is fundamental because a better development model is possible. Propaganda and marketing must be replaced with a coherent discourse that sheds light on the various causes of under-development; these include the responsibilities of industrialised countries and the mechanisms of the systems of international relations that prevent the growth of poor countries. In this vein, new ways for involving people in solidarity have to be sought: trust must be regained through robust policies, awareness-raising and speaking out in favour of vulnerable populations. In parallel, greater awareness in society of the issues of international solidarity can lead to growth in the flow of private funds, guaranteeing greater independence of NGO actions. Until the majority of their resources come from institutional donors, economic dependence will lead to ideological dependence of intervention choices in the field.

NGOs must take part in the existing discussion on global issues with both mainstream and alternative bodies. At both local and international levels they must be involved in the analysis of international relations, policies and actions of international solidarity. They must assume an active role in policy-making, lobbying activity, advocacy and development education in order to proactively further a new model of global development.

3.5 We are not born citizens, we achieve citizenship

Pierre Ghilain, AIDCO F5 – European Commission

European civil society enjoys a long-standing tradition of proposing and executing operations to raise awareness and educate the European public on development issues. In particular, one of the recommendations of the conference on awareness-raising held in Brussels on 18-20 May 2005 underlines the attention to be paid to this matter: 'The renewed commitment by the European Union and the Member States to increase ODA levels adequately for 2010, and the achievement by 2015 of the level of 0.7% and the aims expressed in the Millennium Development Goals (MDGs).'

It will not be nearly enough simply to make this decision. Taking into account the economic context, the challenge will be to achieve this, in spite of the internal needs and pressures. Observations tend to show a link between the countries where awareness-raising programmes are rather well implemented and the national percentage allocated to ODA.

Therefore, this higher level should imply the necessary quality and efficiency of development education and awareness-raising activities, and that such activities should be rooted in the realities of Northern societies. These are essential conditions to mobilise support to reach this MDG's target.

Before being able to think of other countries, the European citizen has to be confronted with the idea that the Earth is small. And alone, he is powerless. Everyone is part of this 'global' world and all the protectionist reactions cannot change this phenomenon. Only solidarity will be able to create an evolution of minds towards openness. It is already an important step to implement this in our own country. But the real challenge is to extend this approach to the developing countries. The interdependency between North and South or East is becoming obvious. The interest of one is the interest of all.

These perspectives raise fundamental questions about how to achieve this change of mind. As Rousseau said: 'We are not born citizens, we achieve citizenship'. It is not a natural evolution but it implies processes.

These have to take place on two levels. On the one hand, these processes are deeply linked with education and require looking at education and society in a different way. By incorporating a 'world' dimension into the essential learning of education, we should make sure that people's everyday concerns such as solidarity, rights and responsibilities and quality of life have a new meaning.

On the other hand, these processes have to touch the entire civil society. They lead to more critical thinking. This does not mean getting people to sign up to a campaign. They could do this passively. What it should lead to is a desire to find out more, to be more enquiring and to engage with the issues: what we could call 'participative democracy'. The participation acts as a lever to stimulate citizenship. This last word has to be understood as a community of rights and duties. Behind the idea of a lever lies the idea of social transformation. When we are speaking of citizenship and participation, within the contexts of increasing individualism, it is clearly of modifications in the social relationships.

Who has the best qualifications to do that job?

We have to bear in mind that we have a shared responsibility in the whole chain of actors in development aid. The politicians have to be coherent and accountable in their commitments. If they sustain MDGs, they have to take decisions to reach them as long as the results are not given concrete shape, and not react to daily pressures. By forgetting this too many times they would be

losing their credibility. If there are reasons to fear this, we also have to fear the citizens falling into individualist isolation, thinking only about their own direct and limited interests. We cannot criticise one link in the chain without having a critical eye on ourselves. Each of us has to be involved in such an analysis. Our whole way of life has an impact on the rest of the world and its inhabitants.

How and what we are consuming does not have harmless consequences. Being part of the 20% of the world's largest consumer, the multiplying effects of our habits inevitably have a bigger impact on the inverted pyramid of wealth. A small change in a European mind or law could have more positive and broad effects on the developing countries than several years of implementing projects in the South. Being aware of this, our daily choices have a considerably greater importance.

The NGOs, broadly speaking, are the expression of civil society. Even if they are not elected by the population, they are legitimised by their actions.

The NGOs in development (NGDOs) are recognised by the activities in the developing countries. The experiences acquired on the ground gave them the responsibility and the duty to come back to their own country to highlight the interdependency between all the countries of the world and the idea that solidarity is the only solution to improve social inclusion.

At the same time, not being dependent on governments, the NGDOs have a role to play vis-à-vis the authorities, confronting them with their long-term responsibilities. To participate in and stimulate debates is one of the best ways to improve mutual respect and image in order to build this democratic participation.

By their position, the NGDOs are the most aware and the most committed to the need to change the mindset of European citizens.

How to effect this change of mind?

We cannot underestimate the depth of this need, the difficulties in succeeding as well as the length of such a process. It has to become part of our thinking, like another principle of life which we apply every day. Being part of our school education, these principles have been acquired very soon. Solidarity, democracy, mutual respect and equality have to be more integrated in the values we are learning at school.

These notions are not present enough within school programmes. They should become one of the mainstream themes being present at all levels. It is probably not possible to insert in the schedule full hours specifically dedicated to these matters. Because of long-term and permanent perspectives, we have to think about additional presentations on a regular basis, integrated into the educational programmes decided by each Ministry of Education in each Member State. But it cannot be enough to 'stick' additional and artificial training if it is not integrated more deeply in the minds of all the educational structures. The teachers themselves have to be really aware of these values and they have to spread them through their own subjects. Only then can we speak of mainstreaming. It is clear that to reach this objective, all the teachers have to follow special training on European values and all the consequences, not only directly on our neighbours but also on the people all over the world.

It is a huge job to raise awareness in everybody, every government, every country, beginning just to make them accept the idea!

Is it so unrealistic to believe that the NGDOs are quite well placed to spend part of their time on this with a legal support as a complement to training on the two levels: European pupils as well as teachers?

This big challenge will keep many NGDOs busy for more than ten years.

3.6 A perspective from the New Member States

Klára v. Kriegsheim Kadlecová and Martin Náprstek, Czech Development Centre of the Institute of International Relations – Czech Republic

What role will NGOs have in development policies to eradicate poverty and promote social inclusion?

Development policy constitutes the third essential element (alongside trade and politics) of the EU's external activities. The non-governmental sector plays an important role in the area of development co-operation, and its influence is continuously growing. Development NGOs (NGDOs) often have the ability to reach the most disadvantaged and needy and to provide a voice for those not sufficiently heard through the other channels. NGDOs have the expertise and, in many cases, direct experience from the field to make a meaningful input into the development policy debate within the EU and its Member States.

Consequently – in the next 10 years we are expecting a significant increase in their involvement in development co-operation (at the national, bilateral and EU/international levels). As a key instrument to achieve this goal we would like to stress the importance of co-operation among different actors – not only between various NGDOs and their umbrella organisations, but also between non-State actors and business, State authorities, international bodies, etc. Rewarding and fruitful co-operation could significantly contribute to the main joint effort of our work: poverty alleviation and sustainable and stable development, as outlined by the Millennium Development Goals.

Should NGOs in Europe focus more on DE, advocacy and lobbying rather than implementing projects in the South? Why?

The three areas mentioned: development education (and raising development awareness as such), advocacy and lobbying, and implementation are closely linked together. The Czech NGDOs are very capable, and their results from the field are very good, but we cannot concentrate on one particular issue and overlook the others.

Especially in the New Member States of the EU, we are still facing a lot of problems associated with a lack of capacities, resources and an unsatisfactory level of development awareness (both from the wider public and the decision-makers). From our point of view, there must be a suitable national and EU-25 strategy for all aspects of development co-operation: we should support our NGDOs in the field, as implementation of development projects is clearly one of the key instruments of the know-how sharing and knowledge exchange between the donor and recipient countries. At the same time, we should stress the importance of development education, advocacy and lobbying, because these areas are crucial for raising awareness and gaining support from the general public.

How can NGOs gain support from European citizens in the struggle for the eradication of poverty and the promotion of social inclusion?

As public support for development issues is closely connected with the development awareness of the European citizens, it is quite important – in our opinion – to draw a distinction between the 'old' and 'new' EU Member States. Development awareness and education activities have a much longer tradition in the EU-15 and have built – over the years – a sufficient level of public understanding and support for development topics, reaching, in most cases, the desirable situation of accepting development co-operation as a standard part of national foreign policy and international image.

In the ten new Member States (even though they are very different one from another considering their respective development policy structures), the situation in terms of development awareness and public support is quite different. An insufficient level of interest in all strata of their societies is prevalent, including among the national media and decision-makers. To change this fact, more support and co-operation from the EU and EU-15 side is needed, as the best practices of sharing and peer co-operation among the States are crucial.

On the other hand, NGDOs are fairly well-developed in the NMS already: there are nine national NGDO platforms in the EU-10. Their staffing and technical capacities are growing, as well as their public networks. In most of the new Member States, the NGDOs can build on a strong tradition in the humanitarian field which is very well known to the public and – with the support of the other key parts of the development constituencies (especially the State authorities, interest groups, media, private sector, academia etc) – create positive public involvement in development co-operation as well.

Chapter 4 – Going deeper

4.1 What should the level of funding for DE within ODA be and why? Present and ideal situation

Ida Mc Donnell, OECD Development Centre – Paris⁸.

It is recognised that the level of funding for development education (DE) and public awareness-raising in OECD countries is inadequate (McDonnell et al, 2003; Wegimont & Hock, 2003, Maastricht Declaration, 2002; Development Education Forum Report, 2004, etc). NGO platforms such as CONCORD are campaigning for an increase in official support for development education. However, there has been little progress in determining how much official development assistance (ODA) should be allocated to it. Indeed, this issue has yet to be discussed in the OECD's Development Assistance Committee (DAC) – the space where aid allocation priorities are agreed by bilateral donors (aid for the MDGs is the current priority).

Actually, there are stand-alone commitments such as the one-per-cent DE/ODA target in Finland; the 10 million pound objective being pursued in the United Kingdom by the Development Education Association (DEA); and the call in Germany by VENRO, the NGO umbrella body, for an increase to two per cent of ODA; however, there are no internationally agreed funding benchmarks for development education as a percentage of ODA. The UNDP proposed in its 1993 Human Development Report (UNDP, 1993, p.8) that *perhaps as much as 3% of aid funds could be earmarked for spending within donor nations to [...] increase public awareness of the interdependence of the North and the South*. This recommendation is the closest the development education community has to an international target for DE/ODA.

Determining international benchmarks for aid allocation is a contentious issue, especially in forums like the DAC where different donor interests and priorities must be played out before consensus is reached. Often the 'ideal' loses out to a minimum standard for the sake of a consensus. But before an adequate ODA target for public awareness-raising and development education can even become an agenda item at this level, the development education sector must prepare the ground.

Together, development educators from NGOs and government have to win the case for increased ODA allocation to development education. The legitimacy of the demand for additional funding should be presented concretely. Tough questions on *moral hazard* and *absorption capacity* will be asked: Why should ODA for poverty reduction policies in developing countries be allocated to actions targeting OECD citizens? Can the increased resources be well spent? Furthermore, criteria and a methodology are required for establishing benchmarks on the adequate level of funding to meet the objective of a critically aware public opinion in OECD countries.

A statistical database on OECD budgets for development education must be established. At present, we do not know how much is spent – we estimate. Most donors allocate ODA to information, communications and development education. However, many are not reporting it to the DAC creditor reporting system, and even when they do, the data cannot be broken down. In addition, the Development Education Forum gathers data from members but it is not clear how much is allocated from private NGO sources and official sources, or what is spent on general awareness-raising and development education. In order to determine financing needs for the sector, the calculation of current investments must be better.

Take, for example, the current debate on financing the MDGs. The long-standing target of 0.7 per cent of ODA as a percentage of gross national income (GNI) is still the standard by which bilateral donors' commitment to the MDGs is measured. Yet only five donors have reached it in the past 30

⁸ *Disclaimer: The opinions expressed and arguments employed in this article are the sole responsibility of the author, and do not necessarily reflect those of the OECD, Development Centre or the governments of OECD member countries.*

years. With this in mind, the UN Millennium Project departed from the traditional discourse on aid levels by deciding to determine them according to a proper needs assessment, rather than sticking with targets picked for political reasons or incremental budgeting as is now the case (Millennium Project, 2005 p. 206). Now we know that the MDG financing required from ODA in 2015 is US\$135 billion or 0.54 per cent of GNI. This calculation of adequate funding for the MDGs may provide a more credible footing for OECD countries in their efforts to commit to and disburse more aid. Can this model be applied to funding for development education? How can best practices in OECD countries be built into a needs assessment, and help establish benchmarks, for an adequate level of financial support?

Targets must be developed with care, on practical foundations, and be teased out and negotiated with all actors. The resulting ownership and strong grounds for adopting the target will be its success. The European Conference on Awareness-Raising and Development Education for North-South Solidarity (19/20 May 2005) presents a window of opportunity for EU Member States, international institutions, NGOs and parliamentarians to agree on a joint plan of action for increased resources for development education. Let's seize it.

4.2 Development programmes, advocacy and citizen mobilisation: towards an integrated approach to eradicate poverty and promote social inclusion

Salvatore Parata, Terre des Hommes Internationale – Brussels Office

Role, transparency and added value: European NGOs in search of legitimacy

The EU debate on the legitimacy, role and added value of Northern NGOs as well as on the transparency of public and non-profit sectors is stepping higher in the EU political agenda, especially since the new European Commission took office in 2004.

Commissioner Siim Kallas, Vice-President of the European Commission and Commissioner for Administration, Budgetary control and anti-fraud, did not hesitate to challenge NGOs when he publicly compared them to Robin Hood, 'the Prince of Thieves who tricked the Sheriff of Nottingham and stole from the rich in order to help the poor'. Commissioner Kallas concluded his analysis on NGO transparency by stating that 'one may regard this legendary figure as an early NGO. His cause seemed noble, but his ways to redistribute wealth were not always quite transparent'.⁹

During his investiture hearing in the European Parliament, Commissioner for Development and Humanitarian Aid Louis Michel also clearly challenged NGOs by stating that NGOs do not have the monopoly of development co-operation – in fact NGOs never claimed to have such a monopoly – though they can bring valuable technical expertise from their field of intervention. Commissioner Louis Michel told NGOs that their legitimacy to channel political messages, even as a mere voice for civil society and marginalised groups, was far from being evident.

Towards an integrated approach as a possible response to current challenges

The DEEEP initiative to publish such a dossier is one piece of evidence among many others that European NGOs are today clearly facing serious and multidirectional challenges about their 'raison d'être'. Should Northern NGOs withdraw from the field and give up intervention in developing countries? Should they, on the contrary, limit their actions to being a mere programming implementation agency subject to donors' agendas? Should they become independently organised citizens' associations denouncing violations of human rights and pleading for global legislative and policy changes for the sake of poverty eradication? Between those poles, a more complex and 'added-value-driven' area of intervention exists, and NGOs, especially those involved in development, are relevant actors able to generate innovative dynamics adapted to the rapid contextual changes. This can be done through the promotion of programmes in a more *integrated approach*, in which 3 basic complementary working thrusts are organised and developed in a coherent way within a defined thematic and processing framework:

1. Support for marginalised and vulnerable groups through field programmes: a necessity and a basis for developing expertise and know-how

One can argue that implementing humanitarian or development field programmes was and remains the 'classical' role of European NGOs. Therefore, there is no reason why this should be discussed. However, European NGOs cannot escape from questioning the way they support or directly implement field programmes in a rapidly evolving international context. The European Commission

⁹ Siim Kallas, 'The need for a European transparency initiative', Speech released at the European Foundation for Management, Nottingham Business School, 3 March 2005. (check against delivery document).

and other international or national donors are challenging NGOs when considering more and more bilateral or multilateral co-operation and the involvement of private sectors as appropriate means for development. In addition, Southern partners are asking European NGOs to play a more strategic role to promote structural changes in a consistent approach to the field reality, at national, regional and global level. Southern organised civil society and development programme beneficiaries must clearly have the 'political' space to re-appropriate for themselves their own model of development, to elaborate it and implement it with the due standard of sovereignty. Being the actor of one's own development process is what has been considered a fundamental element for a human-centred development approach. One important step forward would be to anchor that approach in the framework of international human rights standards and therefore develop a **rights-based approach to development**.

Since that has still to be done through the tool of international solidarity, a fundamental precondition for such a 're-delivering' and 're-appropriation' of sovereign ownership of development projects by the beneficiaries lies in the co-responsibility between ALL the partners engaged in the action, including the donors, be they institutional or private, belonging to the profit or non-profit sector. Co-responsibility could simply be understood as identifying as clearly as possible the roles, means and duties of all the partners according to common shared objectives and endorsing the formal commitment to contribute to the achievement of those objectives. Co-responsibility finds concrete application when it comes to shaping common advocacy strategies to be run globally by the partners, so that a given field action fully integrates macro-societal changes (related to the issue tackled by the action) as one of its objectives.

2. From field programme to advocacy¹⁰; the crucial need for lessons learnt and expertise

A fundamental condition underpinning the implementation of a common advocacy strategy is to give a public voice to the beneficiaries and marginalised groups in order to be able to understand and master what we are talking about. Development NGOs know very well how complex it is when it comes to finding similarly complex, adequate and non-standardised responses to any development issues. This is why it is of the utmost importance to give the floor to the poor and marginalised groups which NGOs are working for, to conduct research, to draw systematised lessons and to generate original expertise from the implementation of a given field programme. Research on 'what is' and putting into words the 'how' of a response have been developed by beneficiaries and their partners, commonly called 'capitalisation' in French. Research or 'capitalisation' of experienced actions are of course not objectives *per se*, but the necessary tools containing the basic information which enables the elaboration of policy messages. That implies shaping advocacy strategies for macro-changes starting from the lessons drawn from a micro-experience. In other words, we are talking about developing standards of quality for NGOs' work anchored in actions for which they have been jointly responsible. Herein lies one of the fundamental elements of the added value of an NGO. And here again, the quality of partnership within the co-responsibility framework mentioned above between beneficiaries and all partners (be they State or non-State actors, including donors) involved in the action is crucial.

¹⁰ Terre des Hommes (TDH) defines advocacy as being an action directed at change. It is about putting a problem on the agenda, providing a concrete solution to the problem based on field experience, building support for that solution and the action necessary to implement that solution. It is about using influence to convince others to change their previous positions for those which are consistent with their views. Human rights, namely child rights, are for TDH an overreaching framework for these solutions.

Advocacy can be defined as the pursuit of influencing outcomes, including public policy and resource allocation decisions within political, economical, social systems and institutions, which directly affect the life of beneficiaries. Advocacy should be regarded as the search for a positive change through organised efforts and actions based on the reality of 'what is', according to field experience. These organised actions seek to highlight critical issues which have been ignored and submerged, to influence public attitudes, and to enact and implement laws and public policies, but also private behaviour patterns. In this sense, advocacy is the effort organised with other like-minded groups or individuals for systematic and peaceful changes to policy.

Another element of such added value is precisely the capacity of NGOs to initiate and develop civil strategies aiming at promoting changes to legislation, public policies and programming at national, regional and international level. In such perspectives, international networks or international NGO families pursuing a common mission and sharing common tools are in a favourable position to implement such approaches. In turn, a global advocacy strategy, according to the definition provided above, must lead to the mobilisation of citizens and civil society, in North and South alike.

3. No changes without public mobilisation

There is no further need to show the extent to which internal EU or national policies and the behaviour of citizens or private companies have a direct impact on development and human rights issues: child labour, economic migration or trafficking in persons are among the phenomena that illustrate those direct inter-connected effects. In such a global context, mobilisation in the North and the South appears as a prerequisite for any hope of structural changes. In such perspectives, multipliers and public opinion-makers, such as the media, schools, informal education sectors, trade unions, employers' associations, etc are crucial channels for promoting cultural and behavioural changes. But we have insisted on the need to anchor such activities in a deep understanding of the realities expressed by beneficiaries and arising from the implementation of a field project. This is why those two last working thrusts (advocacy and public mobilisation), which some of us may refer to under the wording 'Development Awareness', have to be a full component of a given development programme to be shaped under the perspective of an *integrated approach*.

An international campaign as a possible format to develop integrated approaches

A major difficulty of such integrated approach lies in being able to gather the very diverse know-how and appropriate actors that such a multidisciplinary methodology requires. A single NGO cannot do it alone. If so, it would most probably reach very partial results. Once an issue has been identified by partners as a cross-cutting one, it needs to be addressed both locally by field programmes and on a national, regional and global level for promoting structural changes. It is therefore similarly challenging to identify how the issue will be addressed. The format of an international campaign where those three working thrusts are organised in an inter-related way and contribute to a common general objective may be a relevant one. Such campaigns would therefore be structured on the basis of the development of field actions addressing a specific issue in different geographical contexts; they would give a voice to marginalised groups and develop the necessary expertise drawn from the field action, which in turn constitutes the ground for the elaboration of key political (and policy) messages. NGOs are able to channel messages, build advocacy strategies and incentivise public mobilisation for the respect and implementation of international human rights standards and development achievements, in North and South alike.

Several good practices of global campaigns have been developed by NGOs, and a few of them have contributed to important structural changes¹¹. Others, events addressing crucial issues, have not succeeded in generating structural changes¹². Terre des Hommes draws positive lessons and has met some encouraging results at both the operational and policy levels through its *International Campaign against Child Trafficking*. This is active today in some 35 countries, mobilising more than 900 partners worldwide in the fight against child trafficking within a comprehensive and holistic approach.

An integrated approach would then require that field actions addressing a cross-cutting issue be developed in different contexts, that a public floor be given to beneficiaries, and that common

¹¹ Campaigns such as the International Coalition to Stop the Use of Child Soldiers, the Global Campaign for Education or the campaigns for the access to generic therapy for HIV-AIDS in poor countries have reached successful results.

¹² Despite several campaigns on the subject, too many countries, and not only developing countries, are still facing the burden of external debt.

advocacy strategies and awareness for civil mobilisation be organised in a coherent way within a multidisciplinary programme. In that perspective, one may consider the debate on whether to allocate more EU funds to Development Awareness or to field programmes quite a virtual one. If NGOs are asked to show their added value, this should be done by 'facts and figures' rather than through the production of philological attempts. A relevant entry point for such a debate would be to develop such integrated approaches by allocating the appropriate level of resources required for stepping forward in the quality standards of NGOs' work.

4.3 Development Education partnership between European and Southern NGOs: a point of view from the South. Weaknesses, strengths, opportunities and needs

Mazda Ednir, CECIP– Brazil

Recently I received as a gift a very special symbol of North-South partnership: a CD which was the result of the co-operation between Dutch and Brazilian musicians. The lyrics are Dutch and the rhythm is Brazilian. This combination gives new meaning to the verses that are sung, and we hear a different sound coming from the Southern instruments. The encounter of two cultures resulted in a 'child' that is neither Dutch nor Brazilian, but in whose unique and innovative features we can identify the qualities of both its 'parents'.

If dialogue as proposed by Paulo Freire defines partnership, then we must acknowledge that this is still rare between European and Southern NGOs. But the partnerships already existing point to a future when the ethics of mutual understanding will prevail.

The weakness of most partnerships between NGOS from the North and the South is understandable. First of all, to co-operate on an egalitarian basis is not an easy task, and demands time that few are willing to invest. Partnership requires ingredients that are not easily found: mutual trust, admiration and respect. Also, it requires refined capabilities such as the ability to honour and value differences; not to be afraid of conflict but to use it as a lever for discovering new tracks; not to be dependent on each other but to know how to design interactions which enhance the individual partner's autonomy and power.

In my view, the greatest weakness of the partnership between Northern and Southern NGOs is the difficulty we, who are separated by the Equator, have in overcoming stereotypes created by centuries of colonial domination. Here in the South, we are hurt when we assume that an NGO from the North has a didactic attitude toward us, not one based on dialogue. We react strongly when we feel that a European NGO is only willing to transfer expertise and is not interested in building a common conceptual framework that respects and incorporates our own knowledge and expertise. On the other hand, Europeans NGOs resent the attitudes of some partners in the South. As a dear colleague who leads an NGO above the Equator declares: 'It is not agreeable to be seen as a *walking wallet*'.

And here we touch on one of the most sensitive points of our relationship: the economic asymmetry between us. Our national coins are daily humiliated by euros and dollars. There is the temptation to become arrogant or apologetic (North) or accusing and resentful (South).

What are the strengths of the partnership between North and South Development Education NGOs who focus on deep and sustainable change to overcome injustice and poverty? I believe they reside in the ability to perceive that even if we are deeply different, in culture, beliefs, customs and financial resources, those differences do not imply superiority nor inferiority. If we are able to see each other as belonging to the same level as human beings and professionals, then we can establish a fruitful dialogue. The identity of each partner is preserved, but after a long partnership, these identities will have been transformed by mutual influence and learning.

In the NGO I belong to, we experience this when co-operating with a few European NGOs, such as APS-International (Center for School Improvement – the Netherlands). The partnership with this European NGO was started at our initiative and has now lasted for almost a decade. Our joint Development Education projects in Brazil are generating lots of changes. We have designed an Action Planning approach that really empowers schools and poor communities; we have introduced the role of facilitator of educational changes in Brazil; we have developed a manual on leadership abilities to be used in the training of principals. We are working together to create social technology

and tools for change to be used by policy-makers, educators and grassroots leaders. The secret of our long-lasting and productive relationship is that we are constantly evaluating, reflecting, and confronting each other with behaviour which we consider inappropriate, ineffective or both.

There are lots of opportunities for European and Southern NGOs which, like CECIP and APS-International, are putting into practice dialogue-based and mutually empowering partnerships. We are trying out a new paradigm – a new model for interactions between North and South, which can be disseminated and re-created by others.

More and more we shall be initiating and amplifying networks involving partners from different cultures, planning and implementing projects to solve problems affecting both the South and the North. (We are all part of a complex systemic reality, and what happens in one point in the web affects all the others). And we shall look for funding, not only in Europe, but also in the South – in the ‘Belgiums’ that exist in Brazil, for instance.

What do we need to make real partnership between European and Southern Development Education NGOs grow? First of all, we need a long-haul approach. The changes we want to see in our reality do not happen overnight. Mental models do not change in a couple of months. Second, we need to educate ourselves and apply in the relationships we establish with each other the co-operation norms we use in our training. ‘Learn to listen to each other’ is the golden rule if we want to produce beautiful music together even when we are playing different drums.

Chapter 5 - Development Education Today. A reflection document

Council Resolution Working Group of DEEEP

5.1 Introduction

What is this?

This reflection document has been developed by the Council Resolution Working Group (CRWG) of DEEEP (Development Education Exchange in Europe Project). It is an open document, meant to stimulate a reflection and to start a discussion over the role of Development Education in a changing world, as part of a wider debate over the role of Development NGOs.

Who does it address?

It specifically addresses not only DE practitioners but also the NGDO (Non-Governmental Development Organisation) community as a whole.

Issues at stake

This document has multiple objectives:

To reaffirm the fundamental importance of having an integrated approach to development;

To promote the debate about current DE challenges;

To address the dichotomy between Development Education and Development Co-operation, showing how Development Education and Development Co-operation projects act on the same issues and with the same objective of eradicating poverty and its causes;

To clearly state that DE's major aim is not only to generate knowledge but also to generate the skills needed to bring about change.

Actually, it is in the interest of every CONCORD (European NGOs Confederation for Relief and Development) thematic working group that citizens will have the skills to translate their knowledge into action. This is the meaning of DE as a transverse issue.

Content

The document is structured in different integrated but separate sections:

- First, you will find the 'work-in-progress' definition of Development Education (DE), agreed by the DE Forum and CONCORD in November 2004.
- The second part focuses on some key words currently used in DE. It will help to gain a common understanding of this specific jargon, even though it is often related to developing situations.
- The third part is about the current challenges of DE. The first column of the table describes the challenges for DE; the latter some of the implications.

All these parts are open sections, in the sense that they do not provide specific answers. In fact they aim to stimulate a reflection and spark off a debate.

Amongst other things, the document naturally shows the extreme diversity of themes we usually deal with as DE practitioners.

This reflection on our mission and strategy in DE is preliminary to any subsequent steps, eg organising a lobbying strategy. Having clarified what DE is and knowing its main challenges and priorities, it will become easier to present a list of coherent demands to the decision-makers.

5.2 Definition of Development Education

Development Education is an active learning process, founded on values of solidarity, equality, inclusion and co-operation. It enables people to move from basic awareness of international development priorities and sustainable human development, through understanding of the causes and effects of global issues, to personal involvement and informed action.

Development Education fosters the full participation of all citizens in worldwide poverty eradication, and the fight against exclusion. It seeks to influence more just and sustainable economic, social, environmental, and human rights based national and international policies.

Adopted by CONCORD General Assembly, November 2004

5.3 Development Education: some key words

When talking about DE, we tend to use a specific jargon without paying sufficient attention to the exact meanings of the words and expressions. Some terms express objective facts and figures; others imply a tacit moral judgement on the situation. An example of the former is the concept of poverty; an example of the latter is the concept of inequality. Expressions revealing a moral judgement refer to a global vision of the world and human society in general. The meaning of both kinds of terms can undergo changes due to alterations in the society as well as alterations in the global vision.

In the description below of a series of key words, we will focus our attention on the most striking shifts in their meanings.

a. Inclusion vs Exclusion

Over the past decade, particularly starting from the Copenhagen Conference of 1995, a different view of things seems to be coming more and more clearly to the forefront, that of a **global approach to world society**, within which there is inequality and injustice in all countries and on all continents. Everywhere, there are rich and poor. A demarcation line divides the world in a transverse fashion. This inequality and this injustice are the consequences of a structural exclusion mechanism which is inflicted upon the whole world.

These days, those who are committed to development describe the gulf between the rich and the poor as a gulf of exclusion. It is not a question of having more (the rich) or less (the poor) within the same society. It is a question of having a place in the society or being excluded from it. In reality, the struggle against poverty needs to be construed as the struggle against exclusion and in favour of inclusion.

This means that every citizen, wherever s/he may live, is part of the global society and s/he needs to know that s/he is jointly responsible with her/his fellow citizens in the struggle against exclusion, which is at the root of any form of inequality and injustice. In the context of globalisation, this global approach is supposed to supplant the rather geographical North/South approach, which is liable to skew the analysis of the real situation in the world. In reality, it is not the South as such that is excluded; it is the popular masses in the South, as well as a growing slice of the population in the North, who are the victims of exclusion.

Today the great global contradiction is produced by inclusive versus exclusive policies, both between countries and areas of the world and within the fabric of society. Social, economic and cultural forms of exclusion generate poverty, and are in turn a product of poverty and underdevelopment.

As the UNDP maintains, poverty is a multidimensional factor. In a global word, inequality expresses itself in the difference not only between the haves and the have-nots, but also between those who

have access to knowledge and those who do not. Poverty is, above all, lack of access to choice and self-determination, both individually and collectively: access which is, therefore, a prerequisite for human development and the struggle for inclusion, and which ultimately means access to opportunity, education and information.

In DE, social inclusion, together with actions and policies to promote it, is considered a cornerstone in education in both the North and the South. We must be careful that the methods used in education and awareness-raising are tools for social inclusion and cohesion, and not for discrimination.

b. Poverty

In DE there are some key words expressing the emphasis which people place on specific aspects of the development situation of the world. This development situation depends on the permanently changing worldwide political, economic and military balance of power. Since the end of the ideological cold war in 1989-91, the world has been in the grip of growing political and military unilateralism and we find that simultaneously in the field of development co-operation, the eradication of poverty and the need of changing (economic) structures are more and more focused. This appears clearly in several documents from the international agencies and explicitly in the declaration of the Millennium Development Goals of the UN.

The fight against poverty is now at the top of the agenda for most NGOs. What is more, the content of the concept of poverty has been enlarged. Before, the emphasis was on the lack of material goods such as food and clothes. Now, attention also focuses on quality of life, with questions on health care, literacy, education and training, housing and the willingness of the authorities to assume their responsibility to provide the minimal structures to guarantee the quality of life for the lower ranks of society.

The move to a more qualitative approach to poverty in the scope of development issues brings about a changing approach in DE. Until recently, considering poverty in the South often almost exclusively involved calling for personal sharing of wealth; now political work and lobbying have become increasingly important. The fight against poverty is being waged at the level of the political and economic structures, nationally as well as internationally. Building awareness of poverty (in the South) leads more and more directly to genuine political activism in the North.

c. Transformation and change

In the opinion of a large number of groups and individuals concerned about world development problems, we need a radical change of the political, economic and social structures of our society.

One of the main tasks of all types of DE nowadays consists in demonstrating the relationship between structural issues and local and national policies. It is necessary to use the concrete methodology inherent in 'Think global, act local', and to underscore the effect that local, national and EU policies have globally. It is fundamental to show the public that changes in our countries' development model affect ordinary lives and lifestyle. The global citizen is not impotent if s/he is aware. Only if s/he is aware can s/he count as a worker, consumer and saver, and so seek partnerships and alliances with other people, to obtain a better quality of life for all, and a fairer and more sustainable world.

This is an important new trend with a view to DE; one which not only seeks insight and pure intellectual awareness of the development problems of today, but intends also to activate forms of social action in order to change society. In this respect it is important to strengthen self-confidence by concrete results at the lowest level. The belief of the World Social Forum 'that another world is possible' relies on the experience of successful actions in the nearby context. Changes have to be tangible.

An additional aspect in this matter is the growing concern for the sustainability of all measures taken in order to improve the conditions of life for the majority of mankind. This concern seems to be the result of the strengthening awareness of the threat of imminent environmental disaster. Sustainability not only regards the long term future and future generations, but also touches our own personal life in the short term.

d. Oppression and exploitation

These concepts are mutually related. They refer particularly to the economic space. In the seventies and eighties, exploitation and oppression of people were at the heart of the discussion on development politics. Doubts were expressed about development programmes along with the exploitation of natural and human resources by the likes of multinational corporations, supported by repressive regimes in a number of Southern countries. Since then we have learned that the whole world economy is characterised by a process of radical globalisation which tends towards the exclusion of all people who do not comply with its aims of profit and economic power.

Today globalisation and exclusion are outstanding themes for DE. Globalisation summarises the main aspects of the whole problem of human development. Even when the meaning of the term is not unequivocal, it still suggests the ongoing loss of political and social good governance to the worldwide economy. Mobilisation to regain this control seems an important element of DE. It is a matter of the submission of the economy to human development and welfare. It often leads to a wide range of concrete opportunities to experience new economic structures at the local level.

e. Inequality and diversity

Our society is characterised by an overall inequality as a main consequence of poverty. There is inequality in available material goods, in education and training, in health care and so on. This results in an actual inequality of opportunities to human development. But most of all there is a practical (often culturally confirmed) inequality of rights, eg between men and women, between local people and migrants, between the prosperous and the more modest classes, etc.

DE tries to unmask and overcome this inequality. One of the main issues in this regard is the constant concern for a gender approach to development problems. The importance of this approach seems generally acknowledged, but in practice there remains a lot to do.

Another recent phenomenon which DE has to take into account is the growing number of migrants (workers and refugees) from the South arriving in our countries. For some time now, a public debate has been underway about setting up development programmes in order to avoid this kind of migration. It is to be feared that the means to build a better world will be selfishly abused to resolve our political problems. In this regard, DE has to emphasise the richness of diversity as a driving force of overall human development.

The necessity to fight inequality relies on our sense of justice as an integral part of our global vision of the world and human society in general. We have to be aware that our vision is not shared by everyone all over the world. Some cultures or religions hold other views on points such as equality between men and women. Followers of these cultures or religions are living among us, and sometimes they strongly defend their point of view. It is a challenge for DE to manage the dialogue with them.

5.4 Challenges for Development Education

Challenge	Description	Implications for DE
<p>Diversion of scarce economic resources from social development to the military</p>	<p>The rise in global defence spending and the so-called ongoing war on terrorism are diverting scarce economic resources from social development to the military. The 10-year review of the plan of action adopted at the 1995 World Summit on Social Development (WSSD) concludes that the international community has achieved little or no progress on most of the 10 commitments made by world leaders at the UN talk-fest that took place in Copenhagen. According to the 2004 Social Watch Report, the necessary increase in aid has been too little and too slow, the international trade system is still biased against the poor farmers who constitute the majority of people living in poverty, and world finances have not been reformed in a way that might help poor countries overcome chronic indebtedness that sucks away their scarce resources. Shifting just 7.4% of donor governments' military budgets into development assistance would provide the \$50 billion a year in additional funds that analysts estimate is needed to achieve the MDGs.</p>	<p>DE has a role in promoting a public awareness and understanding of how the proliferation of poverty and hunger and the lack of health care, education and employment fuel the push factor of desperation and despair that, in turn, breeds alienation, discontent, rebellion, violence, and the uprooting of families and communities in search of a better life.</p> <p>The consolidation of the 'declining coverage of social services' as a core theme in DE.</p> <p>The necessity of a strategy at country level to increase citizen support for rich countries to give 0.7% of their GNI towards Overseas Development Aid and to respect the 20-20 compact where developed nations promised to spend 20% of their overseas aid budgets on health, education and welfare for the poorest.</p> <p>Challenging the 'fear' factor used to justify increasing investments in military technologies and sales of arms.</p> <p>Challenging the neo-conservatism that permeates policies loosely based on making civil society secure against terrorism. The enforcement of anti-terrorism legislation threatens civil liberties, and marginalises specific groups and ethnic minorities within civil society.</p>
<p>Security</p>	<p>Security concerns are high on the world's agenda. The underlying sources of global insecurity include poverty, infectious disease, environmental degradation and rising competition over oil and other resources. The post-9/11 security agenda has also thrown a spotlight on the relationship between counter-terrorism and development policy, including both official development assistance and the broader instruments of development co-operation, such as trade and political co-operation.</p>	<p>More research on the role of DE in promoting a model of human security that does not strip us of our human rights. Promoting sustainable human development, through the alleviation of absolute poverty, providing basic social services for all, and pursuing the goals of people-centred development is necessary for building human security.</p> <p>The role of DE in promoting individual solidarity and action to meet the challenges of poverty, disease, environmental degradation and conflict in a sustainable and non-violent way.</p>

		<p>DE is one of the necessary factors to build support for governments to redouble their effort to safeguard human and environmental security, enhance disarmament and post-conflict reconstruction, and redesign the United Nations for the security and challenges of today and tomorrow.</p> <p>Training and support for development educators to engage effectively in the security/development debate and to understand better the broader context of conflict, security and development.</p> <p>Promote skills development in conflict analysis, mediation and prevention – with young people in particular.</p>
Human rights	<p>Far-reaching threats to human rights have emerged recently, and include the large-scale ethnic cleansing in Darfur in western Sudan, and the detainee abuse at Abu Ghraib prison in Iraq, symptomatic of a broader problem of torture and mistreatment of detainees by US forces. One involves indifference in the face of the worst imaginable atrocities, the other is emblematic of a powerful government flouting a most basic prohibition.</p> <p>In addition, indiscriminate acts of terrorism are happening every day, killing thousands, and torturing or wounding untold numbers; in Congo, Iraq, Afghanistan, Nepal, Palestine and Israel, and other countries.</p> <p>The vitality of human rights defence worldwide depends on a firm response to all of these threats. If even so basic a rule as the ban on torture can be flouted, other rights are inevitably undermined as well. Also, the disregard for human rights law and standards by the world's sole superpower makes it easier for repressive governments to deflect pressure on them to comply with international standards of human rights.</p>	<p>Political work and campaigning is necessary for governments to reaffirm their commitment to human rights. This includes campaigning for a clear recommitment to human rights principles by the European Union, if it is to serve as an effective counterweight to Washington's insidious influence on human rights standards.</p> <p>Provide spaces for sharing of experiences related to the rights-based approach to development, and increase the dialogue, exchange and sharing between human rights educators and development educators.</p> <p>Through dialogue, interaction and learning we move from information to knowledge to realisation of the imperatives of social and economic justice within a human rights framework. Learning human rights harnesses the energies of all people to develop a shared global culture of human rights.</p> <p>Examine Amnesty International's agenda, to underpin educational campaigns to promote international condemnation of human rights abuses worldwide.</p>
Gap between standards and practices	<p>There is an extraordinary and awful gap between existing international legal standards and practices. The United Nations Security Council has passed resolutions and established mechanisms that often put commitments to protect rights at the</p>	<p>Provide spaces for a critical pedagogy in education in general and DE in particular. Above all, the challenge for DE to raise questions about the relationships between the margins and centres of power and to provide a way of reading history as part of a larger</p>

	<p>centre of the UN system's response to international crises. Yet time and again these commitments to protect children, to hold perpetrators accountable, to address arms flows, and to scrutinise the behaviour of international companies are forgotten, ignored or neglected in the face of political pressures.</p>	<p>project of reclaiming power and identity, particularly as these are shaped around the categories of race, gender, class, and ethnicity.</p> <p>Training for campaigners to avoid 'paper victories'.</p>
<p>The right to information and the right to inform</p>	<p>The media are often dictated to by corporate coverage or else are State controlled. It is increasingly difficult to obtain serious analysis from democratic media outlets committed to the search for radical, accurate, and passionate truth and to the non-commercial coverage of important social and political issues. More and more time is being dedicated to Reality TV, at the expense of documentaries and coverage of social issues.</p>	<p>The need for development educators to promote media education and critical analysis of media</p> <p>The need for development educators to promote the skills of image and media literacy, and of finding unbiased sources of information and analysis.</p> <p>The production of good-quality educational media by development educators and their associations.</p> <p>Produce good-quality media to fill in gaps.</p> <p>Make strategic use of both alternative and mainstream media, through building up a network of co-operation with different media streams.</p>
<p>Global women's movement</p>	<p>The political context in which the global women's movement was shaped during the 80s and 90s was one in which the international community was largely open to insights and analyses offered by this movement. The global women's movement was able to achieve a number of its objectives, particularly in relation to women's role in international development and decision-making, and in the area of women's human rights. Today the multilateralism and co-operation of the 80s and 90s have been shattered by the emergence of a single superpower acting unilaterally. This poses threats to human security to everyone, in particular to women and people of colour, who face particular dangers which intensify the risks to their security.</p>	<p>The role of DE in showing how the exploitation of women's time, labour and sexuality underpins capitalist exploitation, and the centrality of gender justice to the broad project of global justice.</p> <p>Improve the links between DE and popular education, where women work to support their families, strengthen their communities, and increase their influence on social developments through solidarity with each other, at local, national and international levels.</p> <p>In particular, DE can help the concerns of grassroots women's movement to inform global advocacy.</p> <p>Promote and publish popular education methodologies in many languages; eg Reflect, Participatory Rural Appraisal (PRA), Forum theatre, etc.</p>
<p>Disabled people</p>	<p>Disabled people are among the poorest of the poor in developing countries, with the UN estimating that one in five people on the poverty line is disabled, amounting to a total of 450 million people. Existing global initiatives such as the Millennium Development Goals or the Poverty Reduction Papers of the World Bank</p>	<p>Political education regarding the Rights for Disabled People throughout the whole world, and getting governments to play their part in protecting and making these rights truly accessible to everybody.</p> <p>More sharing and exchange of information in DE and Education for</p>

	<p>Reduction Papers of the World Bank do not consider disabled people specifically. A sustainable reduction of poverty is unlikely to be achieved without the inclusion of disabled people in these initiatives.</p>	<p>Sustainable Development circles, to stimulate new efforts to take into account disabled people in international development.</p> <p>DE can address the recognition of disability as a perennial and common factor in all of human society. Inclusion policies must challenge the power of able-bodied society to isolate and exclude people with disabilities.</p>
Migration	<p>Globalisation has stimulated an unprecedented flow of immigrants worldwide. These newcomers – from a wide range of cultural, religious, linguistic, racial and ethnic background – present new challenges both to the identities of the original residents of the areas in which they settle and to their own. Intolerance for and fear of newcomers is a common response across Europe. Immigrants of colour, in particular, suffer discrimination and are subject to the social trauma of prejudice and social exclusion.</p> <p>For the home countries, the loss of many of their more dynamic citizens can have significant impact locally.</p>	<p>The role of DE in promoting understanding of the various factors that motivate refugees and immigrants (relief from political, religious or ethnic persecution, economic incentives and an opportunity to reunite with family members), as well as in promoting greater awareness of the challenges faced by migrants, such as being cut off from their relationships and predictable contexts.</p> <p>The role of DE in promoting diversity as an opportunity for individuals and cultures to search for commonalities of human experience that can be uniting.</p> <p>The political role of DE in providing spaces for newcomers to retain a sense of pride in their cultures of origin, and to celebrate them, while facilitating their entrance in the new environment.</p> <p>The contribution of DE in supporting young people in acquiring new competences – in particular the ability to think and work with others coming from very different racial, linguistic, religious and cultural backgrounds.</p> <p>The role of DE in setting up and promoting ‘World Voices’ projects which aim to link up people from other countries resident in a region, to work with DE issues and cultural perspectives with the local community, and with young people in particular, eg through schools projects.</p>
Social economy	<p>In various parts of the world, grassroots movements are conducting innovative experiments in what we may collectively call the social economy. These include micro-credit, fair trade, agro-ecology, responsible and eco-tourism, and the participative budget. The various experiments contribute to the regeneration of the local economy,</p>	<p>DE has a role in disseminating and helping other communities explore examples of good practice within the social economy, in particular in the various countries of the European Union where these practices are practically unknown.</p>

	value participative decision-making, put people before profit and contribute towards furthering democracy. Unfortunately, these practices are still relatively unknown and at the margins, in spite of being concrete examples of the idea that 'another world is possible'.	
European lack of knowledge on development issues	According to the 2005 Euro-barometer, 88% of people in Europe have never heard of the Millennium Development Goals, four years after they were adopted.	<p>Political work relates to Louis Michel's 25/02/2005 statement to 'increase EU public awareness of our activities as well as of our Millennium Development Goals'.</p> <p>A holistic approach is essential for DE/DA in the EU, clarifying the links between and with diverse (global) issues and their impact on social developments, sustainability, and people's rights and security.</p>
Marginality of Development Education	DE in various European countries is at the margins rather than at the centre of learning.	<p>Political work to move DE from the margins to the centre of learning, in particular through lobbying work to incorporate the global dimension into all policy documents for the formal and non-formal sectors.</p> <p>Consider the UN Decade for Sustainable Development and the Council of Europe Year of Citizenship through Education 2005.</p> <p>Publicise examples of good practice in development education, and involve a wide range of actors in the debate on educating people about global development issues.</p>
Globalisation and education	The World Trade Organisation, through the General Agreement on Trade in Services, aims at the progressive liberalisation of trade in services, including public services such as education. The overall effect of such processes is the takeover by business of education services. Education services will be progressively commercialised and capitalised, as international businesses seize on service provision as a money-making opportunity. In the process, education itself will be devalued and narrowed for business interests.	<p>Political work to provide clear limitations to the commercialisation of education services.</p> <p>Political work to ensure that business interests do not corrupt educational goals and processes.</p> <p>Retain quality education as a 'right' of all our children, not a business opportunity, and confirm it as a major responsibility of all the world's governments with respect to all the essential factors of its provision.</p> <p>Ensure that the 'global dimension' is embedded in school curricula, whole school practice, and training of teachers.</p> <p>An extended DE programme which contributes to MDG 2 – Educate every child by 2015.</p>

<p>Education for employability</p>	<p>In strategies designed to ensure that individuals have the skills they need to be both employable and personally fulfilled, the global dimension is often omitted, in spite of the fact that essential skills for this century include flexibility, the ability to learn and transfer learning to new contexts, personal fulfilment, community development, intercultural understanding, and above all, the ability to understand and engage with the environmental and social challenges facing us.</p>	<p>Political work to ensure that other existing strategies (where applicable) relating to education for sustainable development, DE and global poverty reduction are integrated into employability strategies.</p> <p>Integrate Global Perspectives into skills training.</p> <p>Embed global and sustainable development perspectives in programmes of professional development for leaders and senior management.</p>
<p>Co-operation with other sectors</p>	<p>When we compare the current Ecological Footprint with the capacity of the earth's life-support ecosystems, we conclude that we are no longer living within the sustainable limits of the planet. In spite of the implications for development, historically the fields of Environmental Education and Development Education have developed separately. Most gatherings and conferences still tend to bring together either exclusively environmental educators or development educators. However, both have a lot to contribute towards education for sustainable development, and themes such as climate change are engaging both types of expertise.</p>	<p>Improve the dialogue, sharing and exchange between environmental educators and development educators, including producing joint strategies as part of the United Nations Decade for Sustainable Development.</p> <p>Report on the experience of the Global Call to Action against Poverty, a campaign based on a broad coalition of all people who believe in ending poverty: existing coalitions, community groups, trade unions, individuals, religious groups, campaigners, etc.</p> <p>For the inter-European agenda on development education and environmental education, examine areas of disagreement, problems and opportunities for collaborative work – aiming to achieve a combined emphasis on a sustainable future.</p>

5.5 Conclusion

With the onset of enlargement, new challenges associated with winning popular support for development amongst the 76 million new citizens of the EU were created, as well as new complexities associated with the New Member States (NMS) adjusting to their role as new donors rather than recipients of aid. The expertise and mandate of the NGOs of the NMS, some of them with long experience, has been duly recognised, as has also the need to further their competences in order to allow them to play a more effective role with respect to the national and EU development discourse. In some parts of the EU-15, DE and Development Co-operation are experiencing a new crisis, with formal support for DE and Development Co-operation rapidly declining.

On 19-20 May 2005, the European Conference on Public Awareness-Raising and Development Education for North-South Solidarity was held in Brussels. The participants, coming from national, European and international administrations and non-governmental organisations, drew up clear and important recommendations¹³ inviting public institutions to renew their commitment for a fairer world and recognising the role of Development Education in fighting poverty.

NGDOs are grappling with new realities, both externally, in responding more effectively to the rapidly changing global political and economic environment, and internally, with regard to challenges to NGOs' sustainability, resources and organisational structures. With this short reflection document the CRWG of DEEEP is proposing a forum to discuss issues that cut across our work as NGDOs and issues that we all see as common challenges. Hopefully, it will contribute to creating collective learning and strategic thinking processes, and a common understanding of DE work.

¹³ See Annex 1: Conference Recommendations

Chapter 6 - APPENDIX

6.1 European Conference on Public Awareness-Raising and Development Education for North-South solidarity

Conference Recommendations

Brussels, 18-20 May 2005

A. As part of an ongoing debate, participants from national, European and international administrations, non-governmental organisations and other civil society actors, together with members of different media, took part in a conference on public awareness and development education for North-South solidarity in Brussels on 19/20 May 2005.

B. The participants, meeting in both plenary and specific working group sessions, have drawn up the following recommendations. Further specific proposals and suggestions from different participants are outlined in the conference papers.

1. The renewed commitment by the European Union and the Member States to increase ODA levels adequately for 2010 and the achievement by 2015 of the level of 0.7% by most, as advanced by the United Nations in 1970, should be welcomed and propagated as widely as possible throughout the Union. Effective development education and awareness-raising are essential conditions to mobilise support to reach these targets.

2. Noting that the assistance provided is a question of finance, effectiveness and quality, as well as sustainable development, the Millennium Development Goals should be included as a major facet of public awareness and development education activities throughout the Union.

3. Comprehensive and coherent development education and awareness-raising strategies should be designed or reviewed at both national and European levels. The relevant authorities should ensure that these strategies are fully integrated into their development and education policies. This will require close co-operation with NGOs and other relevant civil society organisations.

4. Awareness-raising and development education should be integrated into the curricula of the formal and informal educational systems throughout the current and future members of the Union. Such programmes, aimed at all levels and ages of society, are necessary to foster the greatest possible North-South solidarity.

5. National and European authorities should ensure there is adequate funding for development education and awareness-raising in their planning. It is proposed that the European Commission and Member States move towards or beyond a figure of 3% of ODA, as proposed in a UNDP Report. This increase in funding implies the necessary quality, efficiency and effectiveness of development education and awareness-raising activities.

6. As part of the overall need to raise both quality and efficiency, best practices should be actively encouraged and supported, particularly between Member States but also internationally. Ongoing co-ordination and co-operation, learning from past experiences at the widest possible level, are therefore essential to ensure coherence and maximise effectiveness.

7. It should be stressed that both awareness-raising and development education are distinct from publicity and fundraising. Equally, development education and awareness-raising activities should be rooted in the realities of Northern societies and take into account the interdependency between North and South, as well as the need for policy coherence in the North.

8. Assistance towards achieving effective development education and awareness-raising in the New Member States should be provided. In order to enable new and future Member States to access EU funding for development education and awareness-raising, current thresholds on financial capacity requirements and eligibility criteria should be adapted in their favour.

9. Recognising that international development co-operation issues were not properly discussed in the course of the last accession rounds, further rounds should address them in a much more proactive way. In the case of the new Member States and acceding countries, ad hoc development education and awareness raising should partly make up for the lost opportunities.

10. The contribution of national and local authorities, parliamentarians, NGOs and other civil society actors in North-South co-operation should be strengthened with a view to boosting capacity, awareness and commitment in the current and future Union, as well as outside.

11. Emphasis should be given to how, following natural or man-made catastrophes, there is a process of linking relief to provide initial stability, rehabilitation and development which should be on a sustainable and environmentally friendly basis.

12. A comprehensive press strategy for North-South solidarity should cover the broad range of existing media but focus on channels with the widest coverage where resources are limited. Development and humanitarian actors should make more efforts to provide useful, clear and appealing material and opportunities to journalists to enable them to offer independent and accurate information on North-South issues. The press has a fundamental role in preventing crises becoming forgotten both by governments and European civil society and should be recognised as a development actor.

13. Images and articles are best if they respect the dignity, beliefs and traditions of the peoples of the 'South' in their presentation.

14. Monitoring and evaluation of humanitarian and development programmes must therefore cover not only the effect in the field but also the evolution of public perception in the North and the South of the progress accomplished. Building on existing experiences, increased efforts have to be made to improve monitoring and evaluation of development education and awareness-raising activities in order to systematically enhance their overall relevance, efficiency and effectiveness.

15. It is proposed that the recommendations of this Conference, particularly those pertaining to the role and place of development education and awareness-raising, be integrated into the new EU Development Policy Statement before its adoption and coherently translated in other relevant policy processes and instruments.

16. A group of representative stakeholders should be established, following this conference, in order to ensure the follow-up of the outcomes of this Conference throughout the current and future Union. This representative group should also be aware of the need for accountability – in the widest sense – and appropriate evaluation of what is a long-term process of improving North-South solidarity. It would then organise further meetings and discussions as appropriate. In this context, it particularly welcomes the offer of the Chairman of the Development Committee of the European Parliament to draw up a report on the matter.

C. While these recommendations are addressed above all to the representatives the European Parliament, the European Council and the European Commission, as well as the national authorities at the conference, they are also directed to all members of society, individuals and organisations who are able to increase awareness of and strengthen North-South solidarity in all its aspects.

D. The participants note with pleasure that certain authorities are already actively pursuing these goals. The recent communication of the Commission to the Council and the organisation of this conference by the European Commission and the Belgian authorities are recent positive examples.