

Donnons un sens à l'Europe: solidaire & responsable

Get Europe to make sense:
fair & responsible

La coordination nationale des ONG de solidarité internationale
se mobilise pour la Présidence française de l'Union européenne

Manifesto



july-december 2008

Coordination SUD
Solidarité Urgence Développement 

Editorial

The development and relief NGOs grouped in Coordination SUD are mobilising to promote solidarity in the context of the French Presidency of the European Union. Coordination SUD has finalised a programme of meetings dealing with major issues on the European and international agenda in 2008, in partnership with CONCORD, the European NGO Confederation for Relief and Development. This programme seeks to prepare for the upcoming European elections in 2009.

Ireland's recent rejection of the Lisbon Treaty underlines once more the risks presented by the construction of a European Union without engaging citizens at all levels of decision-making. This vote reactivates the debate on the future of Europe. Coordination SUD and its partners will actively contribute to these discussions under French presidency. It will aim at giving a voice to all citizens, and in particular to the citizens of the rest of the world.

In its relationship to the world, the European Union is pursuing two different objectives: to become a «Global Europe competing in the world» and to maintain its leadership role on international solidarity.

Whilst citizens of the European Union can support a competitive Europe, an increasing number is demanding more respect for fundamental principles such as human, economic and social rights as well as sustainable development. These demands remind that globalisation is not only economic and that Europe should advocate for a respectful globalisation that can promote people's rights and the planet's future. A competitive and responsible Europe should be more coherent. It needs to ensure that its economic and trade ambitions are not in contradiction with its efforts in terms of solidarity. Special attention should therefore be paid to international negotiations, in particular on trade, agriculture and migration issues.

The European Union, along with its member states is the world's foremost contributor to official development assistance. European civil society – especially NGOs – expresses its satisfaction on this point and pleads for the EU to play a major role on international solidarity. First of all, the EU should urge rich countries to allocate 0.7% of their gross national income to official development assistance with the adoption of binding timetables to reach this target by 2015. Then, the EU should be a driving force to give a new impetus in major international gathering planned for 2008. «More aid and better aid» is the overall message for the coming

conferences on financing for development and aid effectiveness.

In European words, the term 'partnership' is used too rarely or in unsatisfactory ways - as for economic partnership agreements. Yet, partnership should be key to future European foreign policies. In a globalised economy, different regions of the world have a compelling need to formalise their partnerships, based on principles that are clear and respectful of the different parties. Social and civil forces are also shaping the world. In this perspective, European institutions, and especially the Commission, should acknowledge the major role played by non-governmental cooperation. Today, NGOs are able to influence public debates and international negotiations. In return, NGOs bear the responsibility to make good use of this power. They have launched

an autonomous reflection process on the effectiveness of their actions, which will take place between 2008 and 2010. Beyond this process, European NGOs are working with their counterparts from Southern countries on a daily basis. They provide support in the monitoring of government policies and international development policies. This debate is a required first step to bring citizens closer to European decisions. It can help in convincing citizens that these decisions are not of unsubstantial nature, as it is often believed.

The European Union has an ambition in the world. This ambition will not be realised without the rest of the world sharing its expectations on the EU. We wish to contribute, on our modest scale, to this crucial process. To do so, we will bring together our counterparts from more than 80 countries in October in Paris. They will be expressing their views on Europe. We will be communicating their messages following this important gathering. This should help Europe in listening to others while promoting solidarity internationally.

The European Union has an ambition in the world. This ambition will not be realised without the rest of the world sharing its expectations on the EU.

Henri Rouillé d'Orfeuille
President
of Coordination SUD

Jean-Louis Vielajus
Vice-President
of Coordination SUD

Part 1

- 6 Towards a citizen-centred Europe
- 7 1.1 Towards a strengthened political dialogue and a genuine partnership between NGOs and the European institutions
- 8 1.2 Towards full citizens' participation in a solidarity oriented Europe

Part 2

- 10 Towards a fair Europe
- 11 2.1 Towards a progressive and strong European voice on financing for development at the international level
- 12 2.2 Towards an institutional and financial reform promoting solidarity with the rest of the world
- 13 2.3 Towards common European policies based on solidarity with the rest of the world

Part 3

- 18 Towards European policies based on solidarity with the rest of the world
- 19 3.1 Energy, environmental and climate change policy
- 20 3.2 Agricultural and trade policy
- 21 3.3 Migration and development

Introduction

Europe is identified around the world for its cultural diversity; its social welfare model; its environment-friendly citizens; its strong commitment to human rights; and its social fights that, amongst others, contributed to increased women empowerment. However, questions remain on the European will to collectively defend the interests of the poorest people within international organisations, as well as ways to make the European social model more sustainable and replicable outside Europe. Beyond nice words, do Europeans have a shared alternative vision of globalisation? Are they prepared to base their common policies towards the rest of the world on their positive values? Can Europe use its power within international organisations to set the basis for another globalisation? Is Europe ready to promote fundamental rights for all women and men? Will Europe be in a position to question itself after rejection of the Lisbon Treaty Ireland's?

France takes on the presidency of the Council of the European Union (EU) during the second semester of 2008. This six month presidency, at the core of the European decision-making processes, is an opportunity to boost the construction of a responsible Europe based on solidarity.

The French EU presidency takes place in a European context marked by the rejection of the Lisbon Treaty, which underlines the crisis of the European project. Thus, the presidency could represent a turning point in the debates on the EU's future. All the more so, that it precedes several major events such as the European elections, the appointment of a new European Commission and the reform of the European diplomacy.

Beyond the contributions to the Accra (aid effectiveness) and Doha (financing for development) summits, the European timetable provides an opportunity to redirect EU external actions to help the poorest. This is especially true in the framework of the current discussions on the European budget review, the health check of the common agricultural policy, trade negotiations with several key regions (ACP/EU, EU/India, Euro/

Mediterranean), the second Africa-EU ministerial meeting, discussions to adopt a European pact on migration, as well as the future post-2012 climate regime.

The level of involvement of citizens in Europe and in the rest of the world within these key discussions will determine Europe's ability to define and put forward positions that match people's expectations.

Can Europe use its power within international organisations to set the basis for another globalisation?

Members of Coordination SUD and their European counterparts are mobilising to defend their vision of a fair and responsible Europe in the debates on the future of Europe, during the French presidency and beyond. International solidarity NGOs are organising themselves, along with their Southern partners. They wish to influence international and European negotiations thanks to their specificity, their complementarity and their recognized added value. They are committed to advocate for their vision of Europe as an actor of a fairer and better regulated globalisation. This alternative globalisation should be serving the fight against poverty and inequalities, promoting sustainable development, and granting civil society and the organised non-profit sector an appropriate role.

Towards a citizen-centred Europe



While decisions taken at EU level have an increasingly high impact on Europeans' daily life, there is still no genuine citizen-centred democracy in Europe. Europe's collective choices have a growing impact on the life of millions of people in developing countries, yet European citizens are not aware of this. Following the French and Dutch rejection of the Treaty establishing a Constitution for Europe, the Irish rejection of the Lisbon Treaty emphasised a little more the need to reintroduce citizens at the heart of the European project. Indeed, without an increased participation of citizens in European policies, a political Europe will never come true.

Furthermore, within the international development landscape, NGOs have specific roles that are complementary to those played by official bodies (development and humanitarian relief actions, informing and mobilising citizens, reinforcing civil societies in Southern countries). Thus, NGOs work in the public's interest and are therefore asking for a greater recognition of their status as independent partners of the European institutions.

The initiatives launched by the Commission in 2005 (Plan D, transparency initiative,...) and the new provision of the Lisbon Treaty that introduces a citizen-initiated referendum, could be positive steps forward on the road to a citizen-centred Europe, with an autonomous civil society, likely to establish a genuine political dialogue with the EU institutions. These new provisions must now be made concrete, expanded and followed up, with or without the Lisbon Treaty.

1.1 Towards a strengthened political dialogue and a genuine partnership between NGOs and the European institutions

CONTEXT, ISSUES

The involvement of NGOs in local realities via partnerships with Southern civil society organisations, their capacity to link field actions and global issues and their power to mobilise citizens are the basis of their dual demand to European institutions: the recognition of their role in the definition and the monitoring of policies and their role as actors of social change.

Strengthening of development and democratisation processes in the South depends on a recognition by officials of the role played by NGOs in the political dialogue, which should include the definition and monitoring of European development policies. Nevertheless, this recognition will not be satisfactory without clearly respecting of the non-governmental nature of NGOs. This can happen with the recognition of NGOs' right of initiative. This right ensures their independence, by allowing NGOs to apply for public (co-)financing for a project or a programme fulfilling needs identified by the NGOs themselves and designed in partnership with local populations and organisations.

On the other hand, NGOs, conscious of their growing responsibilities, are engaged in a process to develop guarantees for their stakeholders by respecting an **ethical framework**, specific and transparent management procedures, good governance, efficient and good quality actions. Beyond the numerous mandatory controls, NGOs organise themselves as networks, based on common values, in order to develop codes of conducts, charters, quality procedures, evaluation and learning tools, etc. These initiatives rely on evaluations by peers and a rationale seeking relentless progress. In this respect, these tools are a decisive step towards the ethical guarantee of NGOs and the quality and effectiveness of their actions.

Furthermore, NGOs launched an autonomous reflection process on NGOs' effectiveness for the 2008-2010 period. This process' principles will be explained during the Accra High-level Forum on Aid Effectiveness.

RECOMMENDATIONS

- Develop a partnership charter between European institutions and the organised movement of European NGOs' to recognize the need to guarantee, protect and support an independent European non-profit sector;
- Guarantee the definition and implementation of instruments supporting NGO actions, based on the right of initiative within the framework of European aid programmes;
- Support the collective processes coming from the organised NGO world in the fields of ethics; transparency; good governance; evaluation of social performance; and institutional, organisational and operational capacity building of NGOs;
- Support the NGO sector structuring in the North and in the South and recognise the national and regional NGO platforms as partners in the political dialogue on development policies;
- Support the setting up of transparent frameworks for dialogue on development policies. Citizen's representatives should be involved at all stages of policies. Donors and governments should be regularly accountable to their citizens.

Beyond the dialogue with civil society on European policies, the specific role played by citizens in the construction of a solidarity-oriented Europe is a concern for international solidarity actors.

1.2 Towards a full and active participation of citizens to a solidarity-oriented Europe

CONTEXT, ISSUES

The conclusions of the Eurobarometer¹ survey on «Europeans and Development Aid» reveal a broad support among by European citizens for a «*development policy that aids the poorest countries*».

1. N°280, June-July, 2007.

Ironically, European citizens hardly know about EU development policy, its added value and the Millennium Development Goals (MDGs) European governments committed to fulfil by 2015.

It is essential to enable European citizens to grasp and understand their rights and obligations and to get them to use their civic power and accomplish their desire for change, to build a fairer Europe, relying on stronger solidarity values.

Citizens should better identify development and international solidarity challenges within European policies. Development and international solidarity education, broad citizens' consultations leading to real political changes, are essential to build real understanding.

RECOMMENDATIONS

The development education objectives of the European Consensus for Development² contribute to the development of an ability to criticise, the understanding of North-South relations and the fight against inequalities.

These initial responses are supported by CONCORD's Development Education Forum as well as national platforms of development and international solidarity education NGOs, including EDUCASOL³ in France. Nevertheless, extra efforts are required to guarantee stronger involvement of Northern citizens. This will improve the way in which realities in the South are taken into account.

2. *European consensus for development*, European Commission, February 2006.

3. French platform for development and international solidarity education.

Coordination SUD calls on the French government to bring up the following demands at European level:

- **Support development and international solidarity education** in Europe as proposed in the strategic framework of the Development Education Forum of CONCORD;
- Reinforce **the inclusion of development and international solidarity education in all school programmes** and in the initial training and life-long learning programmes for teachers;
- Strengthen **information and consultation of citizens in developing countries** regarding European development cooperation policies, by supporting the role of European Commission delegations;
- Increase the financial resources available for **development and international solidarity education** in order to enhance the participation of Northern citizens in European development policy.

Towards a fair Europe



The majority of the people of our planet have no access to primary education, basic health care, drinkable water or even healthy and regular food, as the hunger riots in many developing countries are currently reminding us. On the other hand, 20% of the world population owns 80% of the world's wealth⁴. Faced with these inequalities and the scale of poverty in the world, Europe has a specific responsibility as major international player. It is essential that the principle of solidarity that Europe has been trying to apply to itself, is also found in Europe's contribution to financing for development and in all European policies that have an impact on developing countries.

2.1 Towards a progressive and strong European voice on financing for development at the international level

CONTEXT, ISSUES

2008 is an important year for aid effectiveness and financing for development at the international level, along with the Accra Summit in September and Doha's follow-up conference in December. As the most important aid provider, the Union and its 27 members have a special responsibility in these debates. Europe must seize this occasion to put forward a strong and progressive voice in these fora.

Together, Southern and Northern countries can unite during these conferences with a view to move forward together, to improve the quality of aid and obtain firm commitments on the increase and the sustainability of solidarity transfers, as well as on the setting up of international taxation mechanisms that would rebalance global financial transfers, setting the basis of a global governance. Europe can lead the world toward ambitious commitments.

RECOMMENDATIONS

■ OFFICIAL DEVELOPMENT ASSISTANCE:

Official development assistance is the primary instrument to contribute to the development of poor countries. In order to guarantee transparent and democratic aid that meets the needs of the most vulnerable and marginalised populations, Coordination SUD calls on the French government to bring up the following demands at European level in preparation for the Accra and Doha Summits:

- **Respect commitments** to allocate 0.7% of GNI to «real» ODA, for the fight against poverty and inequalities, between now and 2015, with an annual timetable for the 2009-2015 period;
- **Improve the ODA accounting method:** NGOs call on member states to launch a process bringing together donors, beneficiary countries and civil society organisations in order to work out a «real» ODA indicator. While not replacing the existing indicator, this new instrument would assess the evolution of real ODA efforts and the development impacts in the field;
- **Increase spending on basic social services on a significant and sustainable basis,** between now and 2015. In order to ensure regular monitoring of the quality of aid, EU member states must set up a mechanism establishing an annual monitoring of the commitments made during the Copenhagen Summit;
- **Respect partners' sovereignty and equality** in development cooperation relations, in particular by not conditioning ODA to the acceptance of trade conditions favourable to the EU.

■ INTERNATIONAL TAXATION AND INNOVATIVE FINANCING MECHANISMS

There is a growing need to mobilise other resources to finance development. Coordination SUD calls on the French government to bring up the following demands at European level within the framework of the Doha conference preparations:

- **Rapidly implement the currency transaction tax**, similar to the proposed Tobin-Sphan tax, and other solidarity levies⁵ ;
- **Respect the principle of additionality** of these contributions to already existing flows;
- **Promote the obligatory nature** of these contributions, in order to guarantee the stability and predictability of resources;
- Guarantee coordination of the different mechanisms within the framework of the **United Nations system**;
- Ensure that innovative resources are allocated to produce **global public goods and to promote fundamental rights**.

5. On greenhouse gas emissions, maritime transport, securities transactions, transnational company profits.

■ DEBTS

Developing countries suffer from debts that have an impact on people's social and economic development. Coordination SUD calls on the French government to put forward the following demands at European level in preparation of Doha:

- Obtain the **redefinition of debt sustainability criteria**, to ensure that the promotion of fundamental rights prevails over debt reimbursement;
- Carry out an **audit of debts** held by Northern countries so as to **cancel the so-called «odious» debts**, i.e. those contracted against the interests of a country's population, without its consent and with full knowledge of the facts;
- **Put an end to conditionalities** imposed by the IMF and the World Bank in economic policy matters (privatisation, liberalisation, tax policy, etc);
- **Propose the organisation of an international conference on debt**, to work out rules, applicable to all public and private stakeholders, borrowers and creditors, in order to deal with cases of over indebtedness, unexpected shock, illegal contract or financing of criminal activities.

■ MOBILISATION OF DOMESTIC RESOURCES, TAX EVASION AND CAPITAL FLIGHT

Developing countries must be able to mobilise more broadly their domestic resources. In order to achieve greater transparency in financial transactions, Coordination SUD calls on the French government to bring up the following demands at European level in preparation of Doha:

- Promote the adoption of the **code of conduct on cooperation in the fight against capital flight and tax evasion**;
- Work towards the adoption of **accounting standards obliging multinational companies to account** for their activities country by country;
- Provide support to the **Extractive Industries Transparency Initiative ++**;
- Demand the strengthening of the **United Nations Tax Committee**.

Beyond the resources mobilised for the fight against inequalities, Europe must adapt its partnerships with developing countries, to contribute to the construction of a fairer world.

2.2 Towards an institutional and financial reform promoting solidarity with the rest of the world

CONTEXT, ISSUES

European development cooperation policy is about to experience important upheavals. Even after the Irish rejection of the Lisbon Treaty, it is likely that substantial changes to the legal framework for development cooperation will occur.

In the Lisbon Treaty, development cooperation is defined as a clearly independent policy, refocused on the eradication of poverty. This could allow a long-term reinforcement of Europe's role as a major actor in international solidarity. Whether the treaty will come into force or not, this interpretation of development policy will guide the European approach on development cooperation in the years to come. However, the effectiveness of this reinforcement will strongly depend on the approach taken by Europeans within the framework of institutional and budgetary discussions in the coming months.

Beyond a possible implementation of the Lisbon Treaty, the institutional framework for development cooperation will undergo significant changes in the coming months, in particular with the nomination of a new European Commission, in November 2009. The French presidency will be in charge of preparing some of these changes that could contribute to either strengthen or weaken development cooperation. The possible nomination of a High Representative for Foreign Affairs and Security Policy, backed up by his/her European External Action Service, presents several challenges on the road to a fair and responsible European policy towards developing countries. Will development cooperation remain within a single Directorate-General, steered by a development commissioner? Will this single directorate deal with development cooperation for all developing countries (ACP, Asia, Latin America, Mediterranean)? What would be the consequences of these institutional changes for the Commission delegations in developing countries? Would these reforms provide opportunities to increase the responsibility of the commissioner and of his/her services vis-à-vis the European Parliament?

Moreover, the EU has started a reflection process on the amount, objectives and structure of its budget. The commission launched an initial consultation and will soon present proposals for budget reforms that would occur starting 2014. This reform process, which will continue under French presidency, also includes a health check of the common agricultural policy, in order to evaluate the necessary reforms and financing needs for this policy after 2013. These new developments on the European budget also outline new challenges for the future of development cooperation. Will the new budget architecture propose a single financial instrument for development focused on the fight against poverty and inequalities in all developing countries? Will the definition, implementation and evaluation of development programmes, in the framework of this instrument, be fully scrutinised by a strengthened European Parliament? Will this instrument have a sufficiently large budget to increase European support to the realisation of the MDGs in all developing countries? Will civil society be fully associated to this instrument, both as a political player and as implementer of specific projects affecting the most marginalised people?

RECOMMENDATIONS

■ INSTITUTIONAL REFORMS FOR DEVELOPMENT

Coordination SUD calls on the French government to bring up the following demands at European level:

- Define a **new institutional architecture for the EU's external relations**. This structure should ensure the coherence of internal and external policies with the objective of eradicating poverty in developing countries;
- Assert the need to set up, within this renewed institutional architecture, an **administrative structure dedicated to the definition and implementation of development policy towards all developing countries** (Africa, Caribbean, Pacific, Asia, Latin America). This structure must promote the EU development objectives and be granted sufficient human resources;
- Support the nomination of a **Development Commissioner** responsible for the new administrative structure dedicated to development;
- Propose that **European Commission delegations be composed of development, trade and foreign affairs experts**. Civil servants working on development issues must be directly accountable to the Development Commissioner, in connection with the administrative structure dedicated to development;
- Guarantee that **heads of delegations** of the Commission in developing countries be directly **accountable to the European Parliament's development committee**;
- Promote **transparent and democratic control of the European Investment Bank**, in particular through the establishment of regular discussions in the European Parliament on the bank's actions.

■ BUDGET REVIEW PROCESS

Coordination SUD calls on the French government to bring up the following demands at European level:

- **Set up legal instruments for development cooperation** that are clearly directed towards the objectives of European development policy, as defined in the Treaty;
- **Guarantee additional financing for other areas of external policy, such as conflict prevention**;
- Strengthen the **European Parliament's right to democratic scrutiny** on the use of EU resources. Parliament's development committee should be the primary responsible body for scrutinising EU development cooperation in all countries. Its capacities should be strengthened in this respect.

2.3 Towards common European policies based on solidarity with the rest of the world

Europe is undergoing an economic, social and environmental crisis, leading Europeans to adopt a hostile position towards the rest of the world. While pushing for increased protection of their markets, Europeans are setting up aggressive economic and trade policies towards the outside world. The Lisbon strategy, adopted in 2000, with the aim to make Europe the world's most competitive economy by 2010, is an interesting example of this tendency to become more aggressive, in reaction to a changing world.

Peter Mandelson's report «Global Europe: competing in the world» adapts this strategy to Europe's external relations. It aims at reorienting European trade policies by guaranteeing that EU's relations with all third countries, including the poorest, are directly contributing to the

promotion of European economic interests. It merges the objectives of EU external action with the interests of European transnational corporations. This strategy thereby favours the violation of commitments made towards the poorest countries and the values on which European integration has been based: solidarity, respect, human rights, gender equality, social justice, etc.

Social and human development should be made more central to the political, trade, and development partnerships that the 27 members have developed with the poorest regions of the world.

1/ Political dialogue

Political dialogue between Europe and its partners is increasingly organised at regional level (EU-Africa, EU-Latin America, Euro-Mediterranean, Asia-Europe Meeting). With its already organised structures, Europe enjoys a considerable advantage in the dialogue with other regions of the world. Overlooking the principles of equality and ownership, Europe imposes its views in situations where political integration is less advanced.

Europeans have a rather positive image regarding issues related to political dialogue that are at the heart of cooperation agreements. However, Europeans' credibility on crucial issues such as human rights, gender equality, rule of law or good governance gets regularly compromised by the tendency to introduce economic (liberalisation, privatisation) or geostrategic (migrations, terrorism) concerns at the centre of the partnership with developing countries.

Finally, despite some progress in terms of transparency, dialogue is often hidden from the scrutiny of parliamentarians, civil society or local authorities, whose interference could be disturbing. Due to a lack of transparency and impact assessments, political dialogue remains untransparent and does not truly reflect people's aspirations and concerns.

RECOMMENDATIONS

Coordination SUD calls on the French government to bring up the following demands at European level ⁶ :

- Strengthen the **capacity of partners** in the negotiations, to guarantee a **balanced** political dialogue, leading to the adoption of joint policies reflecting people's aspirations;
- Promote a **political dialogue based on people's needs**: the promotion and protection of all rights, including the rights of women and children, must be at the core of political dialogue in order to define the policies binding to both parties;
- Guarantee **democratisation of the dialogue** by ensuring systematic participation of European and third countries' civil societies.

2/ Trade relations⁷

As the world's second-largest agricultural exporter and as a major trade partner of many regions of the world, Europe is a key actor in international trade. Its responsibility in international trade and agricultural negotiations, and especially at the World Trade Organization, is therefore essential to promote a regulated international trade regime, respectful of each country's sustainable development.

The current trade regimes underline Europe's new tendency to increasingly defend its own interests. National concerns of Europe's trade partners do not really count vis-à-vis the need to promote Europe's own interests. Previously, Europe advocated a differentiated trade regime for developing countries. This allowed low-income countries to be granted privileged access to the European market and, to a lesser extent, to protect their domestic market. Today, this path, even though too feeble, has clearly been abandoned along with the «Global Europe: competing in the world» doctrine. Europe is trying to promote a policy that serves its short-term interests.

It can be observed in the case of the Economic Partnership Agreements that the EU is seeking to sign with African countries.

6. *Challenges for a renewed EU/Africa partnership*, CONCORD, October 2007.

7. *Preparation for the Hokkaido G8, Japan – French NGOs positions*, Coordination SUD, March 2008.

RECOMMENDATIONS

Coordination SUD calls on the French government to bring up the following demands at European level:

- Guarantee the negotiation of trade agreements (Economic Partnership Agreements, Euro-Med Free Trade Area, etc) between the EU and developing countries, that would respect the **right to food sovereignty**, by prioritising regional integration and sustainable family in order to meet people's food needs;
- Ensure that **social and environmental rights** become core components of economic and financial processes, in order to encourage or oblige economic actors to adopt behaviours, compatible with the public's interest;
- Get Europe to promote simultaneous progress in **public laws and private ethics**, for companies' and citizens' production, consumption, savings or investment activities.

3/ European development cooperation programmes⁸

Whilst Europe is the world's largest aid provider and is recognized and envied for its social welfare model, its support to social sectors such as health, education or even rural development is no longer a priority in the development cooperation programmes implemented by the Commission. Sector-based support to health and education in the African, Caribbean and Pacific countries decreased from nearly 8% between 2000 and 2007 to 6% between 2008 and 2013. The Directorate-General for Development wishes to invest in «growth sectors», such as transport and infrastructures, despite strong criticisms regarding the impact of these investments on poverty reduction⁹.

Furthermore, other interests of the Union are now key priorities on the development cooperation agenda. For example, Europe is increasingly involved in the fight against terrorism and the control of migration flows, without trying to tackle the root causes of these phenomena.

Finally, the implementation of the new Development Cooperation Instrument made aid programming a little more democratic. The involvement of the European Parliament helped in improving the participation of civil society in Europe and in beneficiary countries. However, the European Parliament still has no access to development cooperation programmes for Africa. Civil society, members of national parliaments and local authorities are also kept out of this process. The systematic use of budget support tends to amplify the opacity of the European cooperation processes.

8. EU-cooperation: de-prioritizing social development- Social Watch Report, 2007.

9. The EU's Footprint in the South: Does European Community development cooperation make a difference for the poor?, CIDSE, Brussels, March 2007.

RECOMMENDATIONS

Coordination SUD calls on the French government to bring up the following demands at European level:

- Assert the right for each democratic government, associated with its civil society, to design **development policies** that it consider the most **suitable with regards to the specific situation of the country**. Globalisation must not go against the local, national and regional development processes;
- Direct EC aid to **least developed and low-income countries**, in accordance with clearly defined allocation criteria, in order to achieve or go beyond the millennium goals;
- Prioritise **people's needs and rights**: 20% of EC aid should be allocated to activities related to basic health and basic education;
- Guarantee **democratic EC aid** in terms of decision-making processes, programming, implementation and evaluation. The Council and the European Parliament as well as

national parliaments of the recipient countries should be involved in defining the key priorities of aid. Participation of civil society in these processes should be increased;

• **Promote gender equality:** the elimination of gender-based inequalities is a prerequisite to peace, security and sustainable development. The EU must follow a twin track approach associating gender «mainstreaming» and specific actions intended to promote gender equality.

Financing for health

Health is both a fundamental right for every human being and an essential component of international development. It is now acknowledged that health and economic development are intimately linked.

While progress has been made since 2000, it is still very insufficient, and the international community is considerably behind schedule on the three Millennium Development Goals related to health (maternal and child health, fight against infectious diseases). Rich countries governments and development institutions have repeatedly expressed their commitment to global health. Nevertheless, gaps between promises and reality can be observed in the implementation of aid.

At the EU level, the objectives and commitments have neither been matched with the required levels of financing nor with effective instruments allowing the allocation of already existing financing to the improvement of health in developing countries.

The European Commission's contribution to ODA allocated to health has thus been decreasing since 2006. In 2005, the European Commission allocated 4.7% of its total ODA to health. This figure remains way below the amounts required to reach the health-related MDGs.

Halfway through the given period to reach the MDGs, European countries have a decisive role to play in achieving these health-related goals. We call on the French government to ask European institutions to publicly acknowledge the lack of progress in the field of health and to quickly carry out measures enabling developing countries to achieve these goals by 2015:

- **Substantially increase the amounts allocated to health** within development programmes implemented by the European Commission;
- Significantly invest in the **strengthening of health systems**, and especially in human resources;
- Support **a transparent and democratic definition of national health policies** that meet people's needs. This involves, among other things, that Parliament and civil society organisations active in the health sector be associated at all stages of the policy making process.

Towards European policies coherent with development objectives



A solidarity-oriented and citizen-centred Europe can only become a reality if internal and external policies are made coherent with the European objective to eradicate poverty and inequalities in the world.

Since 2005, the Commission declares that European policies should favour development, in order to improve the effectiveness of development policy and to achieve the MDGs. The objective to make policies more coherent with development is praiseworthy. However, such coherence must seek the fulfilment of social and human development objectives and not merely economic objectives. EU's external policies, which serve European economic and geostrategic interests, are often contradictory to sustainable human and social development objectives.

Post-2012 negotiations on the multilateral regime to fight against climate change, the CAP health check and the upcoming adoption of a European pact on migration are key upcoming discussions that deserve heightened attention in terms of coherence. France must give a fresh impetus, to guarantee that the principles of human development are respected. The objectives of the fight against poverty and the principle of non-prejudice to already marginalised populations must guide the coherence efforts in a solidarity-based and citizen-centred Europe.

3.1 Energy, environmental and climate change policy

CONTEXT, ISSUES

Given its desire to reach an ambitious agreement in the negotiations on the future of the post-2012 climate regime, the EU must show the way and set up strict and consistent policies on energy and the fight against climate change. Europe is concerned with the participation of developing countries, in particular emerging countries, in the global effort to reduce emissions. It must therefore respect its commitments in terms of financing and technology transfer towards these countries.

The «energy-climate» package presented by the European Commission on January 10th 2008 contains a set of legislative proposals and measures on tomorrow's energy and climate policies at EU level. It sets an objective of 20% for the reduction of EU greenhouse gas emissions by 2020. It contains proposals to adopt directives on renewable energies and on the revision of the European market of CO₂ exchange quotas (ETS). Beyond the «energy-climate» package, the EU launched several initiatives on the cooperation with developing countries, especially the Global Climate Change Alliance (GCCA) and the Global Energy Efficiency and Renewable Energy Fund (GEEREF).

However, objectives, proposals and resources allocated to mitigation, the fight against climate change and technology transfer still seem to fall short and raise questions in terms of coherence.

RECOMMENDATIONS

■ MITIGATION

- **The EU needs to reduce its emissions by a minimum of 30%** by 2020 compared to the 1990 level. This reduction should not be conditioned to other states' behaviour;
- **The EU must review the binding commitment to produce 10% of energy from renewable sources in the transport sector, which will be achieved by incorporating agro-fuels.** Given the potentially harmful consequences for Southern countries (problems of competition for land use with negative consequences on food security and incentives to deforestation, etc.), agro-fuels can only be developed under strict conditions. Exhaustive and independent evaluations must be carried out to assess the relevance of the agro-fuel commitment. These evaluations should look into the energy and environmental effectiveness of agro-fuels in the North as well as their overall social and environmental impact on Southern countries. The development of **agro-fuels in transport** must be strictly **supervised** to minimise their negative impacts.

■ FINANCING

- **Europe should to mobilise additional resources through the European system of emission quotas exchange:** In the proposal to review the Emission Transfer Scheme directive, the Commission plans to allocate CO₂ quotas through a bidding process, from 2013 onwards. At least 50% of the income provided by the bidding process (i.e. 20 billion Euros) should be collected and used for the adaptation of developing countries to global warming effects as well as for the reduction of their emissions. (especially via technology transfer, capacity building and the financing of sustainable development policies).

■ TECHNOLOGY TRANSFER

- **Europe must push forward the proposed setting up of an international platform on energy efficiency and cooperation:** This platform is already being debated at the G8. The EU must use this opportunity to strengthen its cooperation on technological matters, beyond the Global Energy Efficiency and Renewable Energy Fund. It should make sure that this platform meets the needs expressed in multilateral negotiations.

3.2 Agricultural and trade policy

CONTEXT, ISSUES

With a view to reduce their food deficit, European countries decided in the early 1960s, to set up a common agricultural policy (CAP) based on support to European production and protection against imports from third countries. This enabled Europe to reach self-sufficiency in the 1970's. While Europeans are carrying out the CAP health check, the policy's orientations after 2013 are starting to be defined. France once again considers that the primary objective of the CAP is to «ensure food independence and food security for the EU»¹⁰. Forethermore «the strengthening of Community preference» is seen as an «unavoidable» objective.

Meanwhile, soaring food prices are severely affecting developing countries, which depend too highly on food imports to feed their populations. Hunger riots have already occurred in several countries. Faced with this critical situation, the FAO has set itself a priority: «to quickly boost food production in the most affected countries»¹¹. Just like the EU, Southern countries should be allowed to strengthen their regional integration and set up agricultural policies enabling them to move forward on the road to food independence and to apply the principle of community preference. These policies should prioritise family farmers and their families, the primary victims of hunger and poverty.

Yet the EU considers that certain rights are key for itself but cannot be promoted for third countries. The Economic Partnership Agreements (EPA) negotiated between the EU and ACP (Africa, Caribbean and Pacific) countries illustrate this situation perfectly. The opening of ACP countries' markets to European products exposes their agricultural production and nascent agro-industry to competition with imported cheaper European food commodities. This is all the more critical given that the EU has not given up on subsidising its exports.

RECOMMENDATIONS

The CAP must above all pursue a food sovereignty objective. Coordination SUD thus calls on the French government to bring up the following demands at European level:

- **Remove export subsidies by 2013** as the EU committed to in 2005 at the Hong Kong conference;
- **Monitor the consequences of the EU's agricultural exports** on developing countries' economies, in order to avoid competition with local production;

10. *Vers une nouvelle PAC: ouvrons le débat*, French Ministry of Agriculture and Fisheries, Paris, 2007.

11. Press conference by Jacques Diouf, Director-General, FAO, Rome, 17/12/2007.

- **Maintain regulation tools** such as intervention prices, storage subsidies in strategic sectors or quotas so that European agricultural production can satisfy EU's needs;
- Set up a **real policy for the production of proteins in Europe** for cattle feeding, in order to strengthen EU's food independence;
- **Review the objectives set for the use of bio-fuels by 2015** given the fact that the EU cannot guarantee sustainable production conditions respecting the environment and social rights, including the right to food, both in the North and in the South;
- **Maintain certain subsidies coupled to production** to foster agricultural activity in problematic areas;
- Set up a **real rural development policy** which does not penalise developing countries, by reinforcing the second pillar of the CAP;
- Ensure the transition towards a **decoupled aid calculation on a regional basis**.

3.3 Migration and development

CONTEXT, ISSUES

The French government has set itself the objective of getting an agreement on a European pact on immigration and asylum at EU level during the second semester of 2008. The co-development approach should be among the key elements of this pact. This issue will be at the heart of the second Euro-African ministerial conference on migration and development on 20/21 October 2008, in Paris.

The current migration phenomenon is largely related to extreme poverty affecting people in Southern countries, even though it has always been part of humankind's history. Europe's tendency to increasingly promote internal objectives due to security reasons, the outsourcing of its border control management and the utilitarian vision promoted in its migration policies cannot be responses to the need for genuine social and economic development in the poorest countries.

Yet, the development cooperation programme implemented by the European Commission has been encouraging an increasing number of beneficiary countries to set up migration policies. This financial support is being carried out, in cases such as Mali, to the detriment of financing allocated to sectors such as health or education. This mix of policies could have a lasting harmful impact on the humanistic and generous image of Europe. It could deteriorate local population's support. The FECONG, platform of Malian NGOs, considers, for example that *«expenditures ultimately seeking to contribute to the fight against migration, under the pretext of co-development, can in no way be considered as development aid»*¹².

Furthermore, conditioning part of the aid to ACP countries to the fulfilment of good governance criteria, including commitments on migration policies, risks increasing the pressure on these states in the dialogue on migration management. This approach is not coherent with the EU's will to open up a balanced dialogue with Africa. Moreover this approach risks being counterproductive, as it does not tackle the economic and social root causes of migrations.

RECOMMENDATIONS

Coordination SUD thus calls on the French government to bring up the following demands at European level:

- Guarantee that the support to the **setting up of migration policies is financed with resources other than aid already promised**, so as to respond to people's fundamental needs;

12. Joint FECONG/ Coordination SUD report on the implementation of French aid to Mali, March 2008.

- **Reject the inclusion of criteria related to the dialogue on migration management in the governance profile**¹³ leading to the allocation of extra aid to ACP countries;
- **Put an end to the repressive rationale promoting border control** outside the EU and **put human rights at the core of any migration policy**;
- Enable **Northern and Southern civil society participation** in the definition of migration policies and development policies.

13. The governance profiles are analytical tools set up from 2005 by the Commission. They seek to measure and assess the economic, political, institutional and financial situation according to a good governance framework.

List of abbreviations

ACP Afrique, Caraïbes, Pacifique

ACP Africa, Caribbean, Pacific

CAP Common Agricultural Policy

DAC Development Assistance Committee

EC European Commission

EPA Economic Partnership Agreements

ETS Emission Trading Scheme

EU European Union

FAO Food and Agriculture Organisation

FECONG The Federation of Malian NGO coalitions

GCCA Global Climate Change Alliance

GEEREF Global Energy Efficiency and Renewable Energy Fund

GNI Gross National Income

IMF International Monetary Fund

MDG Millennium Development Goals

NGO Non-governmental Organisation

ODA Official Development Assistance

OECD Organisation for Economic Co-operation and Development

TCE Treaty establishing a Constitution for Europe

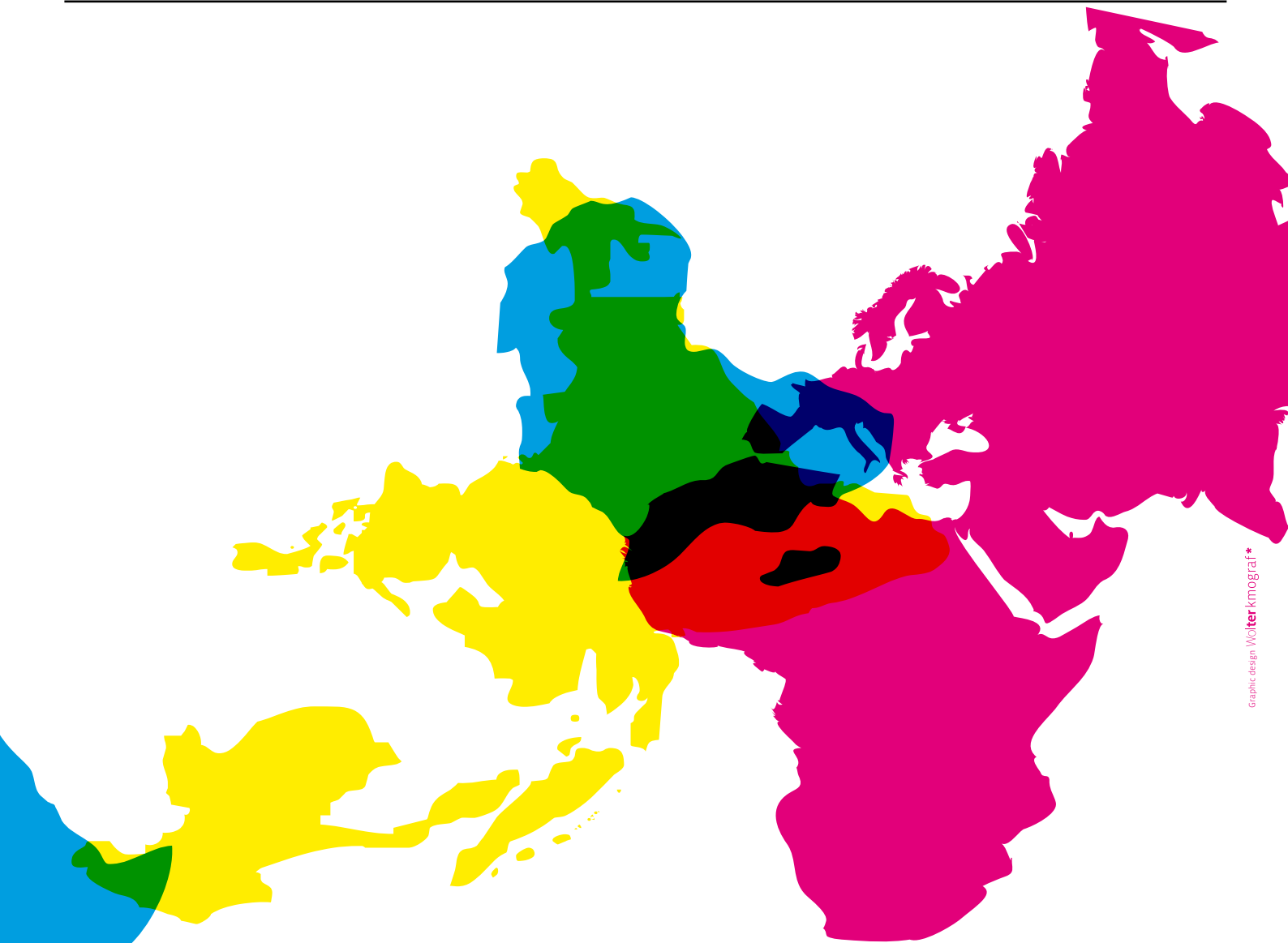
WB World Bank



**Donnons un sens à l'Europe:
solidaire & responsable**

Get Europe to make sense:
fair & responsible

La coordination nationale des ONG de solidarité internationale
se mobilise pour la Présidence française de l'Union européenne



Graphic design: Wolter kmogral*

Coordination SUD • Solidarité Urgence Développement

14, passage Dubail 75010 Paris

Tél. + 33 (0) 1 44 72 93 72 sud@coordinationsud.org

www.coordinationsud.org

Coordination SUD • (“SUD” for “*Solidarité Urgence Développement*” or “Solidarity, Relief, Development”) is the national platform of French international solidarity NGOs. Founded in 1994, it brings together six NGO coalitions (CLONG-Volontariat, CNAJEP, Coordination d’Agen, CRID, FORIM, Groupe Initiatives) and more than 130 French international solidarity NGOs. Together with their partners from countries of the South, these NGOs carry out humanitarian relief, development assistance, environmental protection and promotion of human rights of vulnerable and marginalised people, as well as international solidarity education and advocacy.

