



**FINNISH AND GERMAN
EU PRESIDENCIES 2006-2007:
IMPLEMENTATION OF
AID COMMITMENTS**

Eurodad report

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About this report

This report summarises what is on the development policy agenda for Finland and German EU presidencies 2006-2007 - focussing in particular on development aid quality. It also highlights Civil Society demands in these countries and events being organized by local Civil Society Groups. The update was written by Laura Simos.

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- Support the empowerment of Southern people to chart their own path towards development and ending poverty.
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INTRODUCTION

Second half of 2006 Finland took the lead of European Union and presented its presidency agenda elaborated together with former EU presidency Austria. In the same way, after the Finnish presidency, Germany will continue where Finnish presidency ended. In fact, the presidency agendas on development will aim to consolidate previous commitments with little entirely new. In particular the Presidencies will concentrate strongly on quality, highlighting Aid Effectiveness and Policy Coherence for Development and concentrating on Sub-Saharan Africa within the framework of EU Strategy for Africa.

This report summarises what is on the development policy agenda for Finland and German EU presidencies 2006-2007 and what relevant events will take place during the presidencies. It also highlights Civil Society demands in these countries and events being organized by national Civil Society Groups. The paper is aimed to facilitate Civil Society organisations' advocacy and campaign work. It excludes other important areas such as trade and human rights, since it concentrates only on Eurodad's priorities.

I FINNISH PRESIDENCY OF THE EUROPEAN UNION

Finland holds the Presidency of the European Union from 1st July until the end of December 2006. The framework for the Finland's Presidency was drawn up with former presidency Austria and published in December 2005. *The Preliminary Agenda for Finland's Presidency of the EU*¹ was published in May 2006.

1. on the Agenda for Development Cooperation

In relation to development cooperation Finland will be monitoring the commitments made in 2005, such as those outlined in *the European Consensus on Development*² and on *the EU and Africa: Towards a Strategic Partnership*, often referred to *the EU Strategy for Africa*³. Particular Finnish priorities include the achievement of better results through development cooperation and more coherent policies in relation to development. During its EU presidency it will also concentrate on the forthcoming UN reform.

European Consensus on Development

Finland will continue focusing on the commitments made in previous years such as the formulation of [the European Consensus on Development](#). The European Consensus is a document that provides a common vision for both the EU Member States and Community levels to guide their actions in development co-operation.

The Minister for Foreign Trade and Development for Finland Paula Lehtomäki said in her *speech to the Development Committee of the European Parliament (DEVE), 11 July 2006*⁴ that the year

¹http://www.eu2006.fi/the_presidency/en_GB/presidency_agenda/files/75429538661335079/default/preliminary_agenda.pdf

² http://ec.europa.eu/comm/development/body/development_policy_statement/docs/eu_dps_en.pdf

³ http://ec.europa.eu/comm/development/body/communications/docs/the_eu_and_africa_towards_a_strategic_partnership_european_council_15_16_12_2005_en.pdf#zoom=100

⁴ <http://www.formin.fi/public/default.aspx?contentid=71206&nodeid=34671&contentlan=2&culture=en-US>

2005 was “a year of significant commitments” and therefore this year is “primarily a year of implementation”. She also asserted that the European Consensus on Development “provides an excellent foundation for this work”.

EU Strategy for Africa

The EU has committed to improve EU-Africa relationships. It has decided, for instance, to ensure that half of its envisaged collective aid increases as of 2006 will be assigned to Africa. During its presidency Finland will continue strengthening the EU-Africa relations within the framework of [the EU Strategy for Africa](#). According to the Finnish Minister for Foreign Affairs Erkki Tuomioja, Finland will support Africa to consolidate peace, democracy and human rights and efforts will be made to enhance the coordination and cooperation with the African Union (AU), sub-regional African organisations and international partners. Mr. Tuomioja also added, that he will continue working towards a Joint EU Africa Strategy and holding the second EU-Africa Summit as soon as possible (envisaged for the second half of 2007). (*Letter by the Minister for Foreign Affairs, Erkki Tuomioja, to his colleagues.*)⁵

At the 5th Ministerial Troika in Bamako, Mali the 2nd December 2005, the EU and the AU agreed to transform the EU strategy into a joint one. The Joint Strategy is planned to be a political document which sets out a vision of EU-Africa relations in the decade ahead. According to German Ambassador Peter Lindner it is intended to build on a flexible, deeper and more frequent dialogue between the partners and include new areas of interest. It stresses African ownership and responsibility and its primary aims are achievement of the Millennium Development Goals and promotion of sustainable development, security and good governance in Africa. (*Peter Linder, German Ambassador to Ghana: Finland Presidency of the European Union. What it means to Ghana, Accra Daily Mail, 10.8.2006.*)⁶

The Joint Strategy will be structured along the following clusters:

- Peace and Security
- Human Rights and Governance
- Development Assistance
- Sustainable economic Growth, Regional Integration and Trade
- Investing in People

During the Finland's presidency **a proposal for an outline will be elaborated to be discussed at the next EU-AU Ministerial Troika in October 2006 and a progress report on the strategy implementation will be presented to the EC in December 2006. The EU Strategy for Africa should be adopted by the summit envisaged for the second half of 2007.** ([Peter Linder, German Ambassador to Ghana: Finland Presidency of the European Union. What it means to Ghana, Accra Daily Mail, 10.8.2006.](#)) Besides, the Commission has suggested a communication on South Africa, and **communications on good governance and on infrastructure in will be published** during the presidency (see [Address by Minister for Foreign Trade and Development Paula Lehtomäki in the Development Committee of the European Parliament \(DEVE\), 11 July 2007](#)).

⁵http://www.eu2006.fi/news_and_documents/other_documents/vko27/en_GB/1152098971753/files/75503_970022654732/default/tuomioja_letter.pdf

⁶<http://www.accra-mail.com/mailnews.asp?id=17736>

EU Aid Effectiveness

At the High-Level Forum in Paris in March 2005 the donor community committed to change and improve its activities in order to achieve the MDGs. In order to implement the approved Paris Declaration the EU has decided to give increased aid effectiveness a high importance in its development strategy. In March 2006, the European Commission released a 3-document-*package on aid effectiveness*⁷ which proposes measures for the EU to improve its development aid effectiveness and external assistance. One of these documents is an *Action Plan or Communication from Commission: EU Aid: Delivering More, Better and Faster*⁸ which brings together 9 deliverables that should be further developed in 2006 and implemented by 2010.

Finland intends to continue the implementation of commitments on effectiveness of development co-operation by means of **increasing cooperation between donors, improving division of labour and complementarity** and **by promoting the development of common working models**. During its presidency these issues will be reviewed in the annual report of the European Communities' external aid as well as in the orientation debate. The Minister for Foreign Trade and Development Paula Lehtomäki stresses that the EU actions should be harmonised to be compatible with the partner countries' own Poverty Reduction Strategies. (See [Address by Minister for Foreign Trade and Development Paula Lehtomäki in the Development Committee of the European Parliament \(DEVE\), 11 July 2007.](#)) Finland and Germany have set up a joint working group with representatives also from Portugal and Slovenia dealing two of the 9 deliverables: co-financing and division of labour.

EC Action Plan for co-financing and coordination

The EC Action Plan explains that the projected scaling up of aid over the next couple of years will mainly increase the flows of bilateral aid which will impose administrative challenges to Member States. In addition, the new member states are increasingly developing their own activities as donors. In this context and in order to implement the European Consensus and the Paris Declaration, the European Commission has announced its intention to develop more joint EU actions through a more intensive use of co-financing in development cooperation and to define a strategic approach to co-financing. This will give a catalytic role to an essential part of EC funds. The EU's General Affairs and External Relations Council GAERC⁹ has also supported co-financing as well as the Commission's intention to develop a methodological framework. The working group has proposed a possible approach for co-financing, which involves clarifying the term "co-financing", modifying the EC regulations to be in line with the Paris Declaration, implementing the Paris Declaration and finally creating an incentive mechanism for joint collaboration.

In addition, the Finnish-German lead working group is focusing on the division of labour. The Action Plan calls for a better division of labour aiming at greater complementarity and ensuring a minimum EU presence in fragile countries, in particular "aid orphans".

Regarding co-financing, the working group has proposed two-step propagation: first, compiling an open paper presenting the possible approach, issues and options accompanied with a formal discussion then, elaborating a formal **Commission's strategy that would enter into action by**

⁷ The package consists of *the Communication on Financing for Development and Aid Effectiveness, the Communication on a Joint Programming Framework and the Action Plan on Aid Effectiveness*.

⁸http://ec.europa.eu/comm/development/body/communications/docs/communication_87_2006_en.pdf#zoo m=100

⁹ The council is composed of one ministerial representative at ministerial level from each Member State, who is empowered to commit their Government. Council members are politically accountable to their national parliaments. Ministers for Foreign Affairs attend in the configuration known as the General Affairs & External Relations Council to deal with external relations and general policy questions. The GAERC meets once a month.

2007. In order to facilitate operation in the field a template for **Joint Financial Arrangements** at country level should be developed **by the end of 2006**. What to do with the division of labour the group aims to obtain a political discussion or **orientation debate in the European Commission in October** for a detailed mandate (political framework) and will suggest **10 commandments on division of labour in May 2007**. Finally, **the implementation is planned by 2007 and 2008**. The working group will release a **Joint paper/communication on September** and a more detailed one on division **at the end of this year**.

Policy Coherence for Development (PCD)

Development policy is closely connected with other policy issues such as trade, security, energy and migration. The EU has strongly committed to the policy coherence in its development policy. This was first mentioned in *the Maastricht agreement/ the Treaty on European Union*¹⁰ from 1992 and then in the 2005 [European Consensus on Development](#).

“The EU is fully committed to taking action to advance Policy Coherence for Development in a number of areas. (...) The EU shall take account of the objectives of development cooperation in all policies that it implements which are likely to affect developing countries. To make this commitment a reality, the EU will strengthen policy coherence for development procedures, instruments and mechanisms at all levels, and secure adequate resources and share best practice to further these aims.” (The European Consensus on Development, 2005.)

Policy Coherence especially between trade and development as well as migration and development are key issues during the Finland Presidency. Minister Lehtomäki states that “in order to strengthen the EU’s internal position and to speak with one voice, the European Union’s representation in international organisations, development financing institutions and negotiation processes should be developed.” (See [Address by Minister for Foreign Trade and Development Paula Lehtomäki in the Development Committee of the European Parliament \(DEVE\), 11 July 2007.](#)) [Preliminary Agenda for Finland’s Presidency of the EU](#) pronounces that Finland will develop the European Union’s external relations using existing structures and instruments. It demands the Institutions and the Member States to work in close cooperation with each other and to take measures to increase the effectiveness of external action.

The Centre for European Policy studies (CEPS) has recently released a study called *Policy Coherence for Development in the EU Council: Strategies for the Way Forward*¹¹ which assesses the extent to which policy-making in the EU Council and EC provide sufficient scope for development inputs to be made in 12 key policy areas. In the meeting “Do decision-making processes in the EU Council offer sufficient scope to ensure policy coherence for development?” organised by CEPS in Brussels Mrs Suvi Virkkunen Advisor on Policy Coherence for Development in the Ministry of Foreign Affairs of Finland said that **in the next GAERC meeting in October will be an orientation debate for the joint session of Foreign and Development Ministers**. The aim of this is **to implement commitments** so as to adopt concrete, realistic and short-term improvements and to discuss issues to be resolved with a long-term perspective.

¹⁰ <http://europa.eu.int/eur-lex/lex/en/treaties/dat/12002M/htm/12002M.html>

¹¹ http://shop.ceps.be/BookDetail.php?item_id=1356

UN Reform

Finland's Presidency comes at an important point in the United Nations reform process. The reform panel started its work in February 2006 and is **expected to submit its recommendation in the autumn** (see [Address by Minister for Foreign Trade and Development Paula Lehtomäki in the Development Committee of the European Parliament \(DEVE\), 11 July 2007](#)). Finland sees the UN as the centrepiece of an effective multilateral system, and supports efforts to strengthen and reform it. It seeks to increase the coherence of UN policy through coordination at EU level. ([Preliminary Agenda for Finland's Presidency of the EU](#).) Lehtomäki says that Finland is aiming at a reformed UN which is capable of reforming itself in the future (see [Address by Minister for Foreign Trade and Development Paula Lehtomäki in the Development Committee of the European Parliament \(DEVE\), 11 July 2007](#)).

Finland and the EU back moves to strengthen the UN links between security, development and human rights issues as well as UN commitment to international law. It will also continue to work on developing international environmental management and support EU's progress on the Millennium Development Goals. ([Preliminary Agenda for Finland's Presidency of the EU](#).)

2. Finnish civil society demands

During the Finnish presidency KEHYS, the Finnish NGDO Platform to the EU with the help of 50 Finnish NGOs is coordinating a campaign called *the Call for Coherence*. It aims to bring policy coherence for development more strongly to the public debate and with different actors to create tools to monitor and facilitate policy coherence in cooperation. In relation to policy coherence the campaign will be focusing more specifically on five sub themes: trade, security, environment, HIV/AIDS and migration.

Throughout the presidency the Finnish NGOs will also be monitoring the official development agenda and will be focusing on advocacy in Finland and in other EU member countries. KEHYS will inform Finnish and European civil society about relevant events and current issues on the development agenda.

The Finnish Civil Society Organisations have produced and published a Presidency *Manifesto*¹² which introduces their campaign theme and recommendations. The manifesto points up concrete links between development policy and trade, security, environment, HIV/AIDS and migration and contains more specific demands in relation to these. In addition to the Manifesto the Finnish NGOs have a postcard campaign introducing the five sub themes.

The Civil Society Manifesto's general demands:

- The European Union must reach the collective target of 0.7% of the GNI allocated to Official Development Assistance (ODA) by 2015. All the Member States that have not yet succeeded in doing this must set a clear schedule for achieving the long-promised 0.7% target.
- There is a clear need for an independent development cooperation policy geared towards poverty eradication. The values, objectives and political space for development policy must not become subordinate to foreign, security or commercial policy agendas.
- Development policy objectives must be integrated into the internal and external policies of the European Union, so that these policies support and do not undermine sustainable development and poverty eradication. Ex ante mechanisms, programming tools, coordination and other institutional mechanisms to address coherence issues must be improved.

¹² <http://fi-kehys.oneworld.net/article/archive/8891/>

- The role and expertise of European civil society organizations and NGOs in research and monitoring policy coherence and its implementation should be recognized.
- The EU must contribute to the ability of developing countries to implement the international agreements they are committed to, such as the poverty reduction strategy papers.

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3. Advocacy Opportunities for the Coming Months

Key Official Events

Date	Meeting	Responsible ministry	Relevant issues	Venue
2-3 Oct 06	Committee on Development – European Parliament			Brussels, Belgium
4 Oct 06	Joint Meeting EP / DEV Committees			Brussels, Belgium
9-11 Oct 06	EU-AU Troika			Brazzaville, DRC
16-17 Oct 06	GAERC with Joint session for Development and Trade Ministers		<ul style="list-style-type: none"> • EU-Africa strategy • Development issues: orientation debate on Policy Coherence for Development and Effectiveness of EU External Action, New Financial Instruments for External Action (poss.) • Aid for trade • Development Dimension of the DDA (poss.) • EPA (poss.) • Annual report on EC Development Policy and the implementation of the External Assistance 2005 • Good Governance Initiative for Africa • Infrastructure Partnership for Africa 	Luxemburg
15-23 Nov 06	12 th Session of the ACP-EU Joint Parliamentary Assembly			Barbados
25-28 Nov 06	Senior Officials follow-up meeting of the Barcelona Process followed by EU-ROMED meeting	Ministry for Foreign Affairs		Tampere, Finland
End Nov or Beg Dec 06	Limelette meeting between EC and World Bank		<ul style="list-style-type: none"> • EC-WB Collaboration 	
5-6 Dec 06	OECD/DAC Senior Level Meeting			Paris, France
11-12 Dec 06	GAERC		<ul style="list-style-type: none"> • External energy relations • Progress Report of JHA external activity (poss.) 	Brussels, Belgium

			<ul style="list-style-type: none"> • WTO/DDA (poss.) • Economic Partnership Agreements • Strategy for Central Asia (poss.) 	
14-15 Dec 06	European Council	Prime Minister's Office	<ul style="list-style-type: none"> • Conclusion of the Finnish Presidency: progress report on the EU strategy for Africa implementation will be presented to the EC 	Brussels, Belgium

Key Civil Society Events

Date	Event	Who	Issues	Venue
2-3 Oct. 06	"Call for Coherence" Conference	KEHYS & Finnish NGOs, CONCORD, European Commission, Ministry for Foreign Affairs of Finland, Development Policy Committee of Finland	<ul style="list-style-type: none"> • Recommendations on how to improve policy coherence, coordination and institutional mechanisms • Joint message from the conference will be sent to the General Affairs and External Relations Council in Luxembourg on 16-17 October. 	Hotel Scandic Continental Helsinki, Finland
3-5 Nov 06	EUROMED Civil Forum	Civil Society actors in the EU member states and Mediterranean region (Algeria, Palestine, Egypt, Israel, Jordanian, Lebanon, Morocco, Syria, Tunisia & Turkey)	<ul style="list-style-type: none"> • Dialogue & cooperation between the civil society in the EU and the Mediterranean region • The European Neighbourhood Policy 	Marra-kech, Morocco

II GERMAN PRESIDENCY OF THE EUROPEAN UNION

Germany will be hosting the EU after Finland's presidency from the 1st January to the 30th June 2007.

1. on the Agenda for Development Cooperation

Currently, the German official agenda is under preparation and should be **released on the 18th October 2006**. The agenda for development will apparently contain similar issues to the Finnish one, as the two governments say they are working closely together on this.

Official agenda for development cooperation will possibly contain issues such as:

- Renewable energy
- EPA (Economic and Partnership Agreements)
- EU Strategy for Africa
- Policy coherence for development
- Paris Declaration
- ODA and follow-up of Monterrey Consensus

2. German Civil Society Organisations' demands

For the German presidency Venro, the Association of German development non-governmental organisations, is coordinating a campaign called *Prospects for Africa – Europe's Policies* which started on the 1st September 2006.

The German Civil Society campaign is concentrating on EU-Africa relations and related to this a Manifesto Workshop will be organised from the 31st October until 1st November with more than 20 African partners working together with German civil society organisations on civil society demands. **The actual *Manifesto* will be published at the beginning of December 2006.**

The German civil society campaign focuses on six topics: establishing fair EU-ACP trade - giving precedence to development in regional trade agreements; promoting global change in energy policies - making development compatible with the climate; preventing dangerous climate change - supporting adjustment measures; HIV/AIDS – improving world-wide access to prevention and treatment; asserting gender equality; and boosting the role of non-governmental organisations in EU development co-operation.

The Northern and Southern NGOs' role in development co-operation in European Union has been laid down in the Cotonou Agreement. Yet, German Civil Society Groups feel that it is not being implemented well enough. They point out that the EU still has some bureaucratic obstacles stemming from EU funding practices which hamper NGOs' involvement. However, "the NGOs are increasingly being pushed into the role of actors expected to implement the development co-operation guidelines prescribed by Brussels." The German CSOs demand:

"German EU Council Presidency should adopt the issue of *The Role of NGOs in EU Development Co-operation* in the agenda of the Informal Meeting of Development Ministers in Bonn/Petersberg on the 13th March and enter a dialogue with NGO representatives on this topic." (*Letter to Federal Minister Heidemarie Wieczorek-Zeul: NGO Demands on the German EU Council Presidency 2007.*)

German civil society organisations laid out their demands for the German Presidency in a 7 July 2006 letter to Federal Minister Heidemarie Wieczorek-Zeul:

- We fear that staying the course towards attaining the 0.7 percent goal by 2015 and implementing the EU step-by-step plan are threatened in Germany itself in particular. We request you to make use of the EU Presidency to arrange for a sound financing strategy in Europe. In addition, the Federal Government ought to grasp the opportunity that the EU Presidency offers to set an example by introducing, as soon as possible, the binding levy on air tickets that France, the United Kingdom, Chile and a number of other states have already introduced. Together with environmental associations, we advocate a level allowing for a guiding effect towards a reduction in CO2 emissions to be expected.
- We would call on you to make use of the EU Council Presidency to consistently orient EU policies on realising human rights, combating poverty and attaining the Millennium Goals as laid down in the European Consensus on Development Cooperation of November 2005.
- With the Council's adoption of the twelve coherence commitments in May 2005 and a corresponding working programme of the European Commission, German EU Council Presidency can push for more coherence in development co-operation. However, it is with great concern that the NGOs have noted that, using the term of "human security", the EU is increasingly formulating strategies resulting in harnessing development co-operation for the object of a defensive security concept to counter risks. Development co-operation is threatening to become used in the interest of security policy objectives. We would call upon you to oppose this.

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3. Advocacy Opportunities for German Presidency

Key Official Events

Date	Meeting	Relevant issues	Venue
18 Nov 06		<ul style="list-style-type: none"> Agenda for German Presidency 	Berlin, Germany
22-23 Jan 07	GAERC	<i>Depending on what is on the agenda for these GAERC meetings (as with GAERC meetings below) will determine whether they are relevant for CSO advocacy</i>	
12-13 Feb 07	GAERC		
5-6 Mar 07	GAERC		
8-9 Mar 07	European Council		
13 Mar 07	Informal development Council		
25 Mar 07	50 years of Rome treaties / EC		
Apr 07	DAC ministerial meeting		
23-24 Apr 07	GAERC		Brussels, Belgium
14-15 May 07	GAERC	<ul style="list-style-type: none"> Development & Defence 	Brussels, Belgium
6-8 Jun 07	G8	<ul style="list-style-type: none"> Agenda to be confirmed later but poverty will possibly be one of the issues on the agenda. 	Heiligendamm, Germany
18-19 Jun 07	GAERC		
21-22 Jun 07	European Council		Brussels, Belgium
23-28 Jun 07	ACP-EU Troika Joint Parliamentary Assembly ACP-EU		Brussels, Belgium

Key Civil Society Events

Date	Event	Who	Issues	Venue
30 Oct–1 Nov 06	Manifesto workshops	Venro		Bonn, Germany
6 Dec 06	Delivery Manifesto to the German Government and Press Conference	Venro		Berlin, Germany
Mar 07	Conference on the Role of NGOs in European Development Policy	Venro		
13 Mar 07	Conference "Prospects for Africa – Europe's Policies"	Venro & CONCORD		Bonn, Germany
Jun 07	Conference on the Role of NGOs in European Development Policy	Venro		
6-10 Jun 07	Actions around the Protestant Church Day	Venro		Cologne, Germany
23-28 Jun 07	Information desk and activities	Venro		Wiesbaden, Germany