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Development Policy, Coherence and Forward Studies

REPORT ON THE PUBLIC CONSULTATION ON THE FUTURE OF EU DEVELOPMENT POLICY

June 2005

Foreword

I would like to take this opportunity to thank all those who have provided their views and advice. The consultation was a big success: The Commission received 529 contributions from various stakeholders: Members of the European Parliament, representatives of Member States, partner countries', international organisations, local and regional authorities, non-governmental organisations, trade unions, business associations, academic institutions and individuals. Two thirds of the respondents were from donor countries, while developing countries respondents were from almost all geographical areas reached by EU development programmes.

A clear majority of the stakeholders agreed that poverty eradication should remain the main goal of any new policy statement within the framework of the Millennium Declaration, with a clear reference to the Millennium Development Goals.

The need for coherence among the various elements of EU external action was also emphasized by various contributions. A vast majority of respondents agreed that development policy should not be subordinated to the Union's Common Foreign and Security Policy or to the migration policy, calling instead for better taking into account development objectives in other policies, such as the trade policy.

The consultation process and its outcomes have provided food for thought to the Commission services working on the revision of the development policy. This valuable advice was duly taken into account in drafting the Commission proposal for a new Development Policy Statement.

The Commission proposal for a new Development Policy will be ready before the end of July 2005. It will consist of a two-part statement, with the first part addressing the objectives, principles, values, a shared thematic framework and agreed mechanisms of the EU development policy applying to the EU Member States and the Community, and the second part providing guidance for its implementation at the European Community level.

I hope that the Council and the European Parliament will join our efforts and reach a consensus on the Commission proposal, which could then become a Tripartite Statement on EU Development Policy. If this happens, we will – for the first time in 50 years of international cooperation – achieve a European consensus on development.



Louis Michel

European Commissioner for Development and Humanitarian Aid

ACRONYMS

| | |
|-------|---|
| ACP | Africa, Caribbean and Pacific |
| ALA | Asia and Latin America |
| BWI | Bretton Woods Institution (i.e., World Bank and IMF) |
| CARDS | Community Assistance for Reconstruction, Development and Stabilisation (EC programme for Albania, Bosnia & Herzegovina, Croatia, Yugoslavia and Macedonia) |
| CFSP | Common Foreign and Security Policy |
| DAC | Development Assistance Committee (OECD) |
| DDA | Doha Development Agenda |
| DG | Directorate General |
| DPS | Development Policy Statement |
| EBA | « Everything But Arms » initiative |
| EC | European Community |
| EDF | European Development Fund |
| EIB | European Investment Bank |
| EM | Electronic Mail |
| EPA | Economic Partnership Agreement |
| EU | European Union |
| GATS | General Agreement on Trade in Services |
| GNI | Gross National Income |
| GSP | Generalised System of Preferences |
| IDA | International Development Association |
| IMF | International Monetary Fund |
| LDC | Least Developed Countries |
| LIC | Low Income Country |
| MD | Millennium Declaration |
| MDG | Millennium Development Goals |
| MEDA | Financial and technical measures to accompany the reform of economic and social structures in the framework of the Euro-Mediterranean partnership (countries of Middle East and North Africa) |
| MIC | Middle Income Country |
| MS | Member States |
| NGO | Non Governmental Organisation |
| NGDO | Non Governmental Organisation working on Development Cooperation |
| NSA | Non-state Actors |
| ODA | Official Development Assistance |
| OECD | Organisation for Economic Co-operation and Development |
| PRSP | Poverty Reduction Strategy Paper |
| TA | Technical Assistance |
| TRA | Trade-related Assistance |
| UN | United Nations |
| WB | World Bank |

Note: This report has been prepared by the Commission on the basis of the public consultation. It does not commit the Commission in any way, nor does it prejudge the final form of any decision taken by the Commission.

**REPORT ON THE PUBLIC CONSULTATION
ON THE FUTURE OF EU DEVELOPMENT POLICY**

TABLE OF CONTENTS

| | | |
|------|---|----|
| 1. | Introduction | 4 |
| 2. | The Consultation Procedure | 5 |
| 3. | Some general observations on the comments received | 8 |
| 3.1. | A varied response covering a broad spectrum of interests and views..... | 8 |
| 3.2. | A wide spectrum of contributions | 9 |
| 3.3. | Contributions from a broad range of categories of respondents | 10 |
| 4. | The main results of the public consultation..... | 12 |
| 4.1. | The “Why” Questions – Development in EU Action | 12 |
| | Issue 1 - The objectives of the Community/EU development policy | 12 |
| | Issue 2 - Development and Security | 14 |
| | Issue 3 - Integrating trade and development..... | 16 |
| | Issue 4 - Migration and development | 18 |
| | Issue 5 – Environment and development..... | 20 |
| 4.2. | The “Who” Questions – Development Actors | 21 |
| | Issue 6 – An EU policy or a 25 + 1 policy?..... | 21 |
| | Issue 7 – Partners: reinforced ownership and broader participation..... | 24 |
| 4.3. | The “What” Questions – Concentration and Differentiation | 25 |
| | Issue 8 – Priority sectors and cross-cutting themes | 25 |
| | Issue 9 – A common thematic framework for the European Union and Member States development policies | 28 |
| | Issue 10 – Differentiation | 30 |
| | Issue 11 – Transition situations – Linking relief and development aid..... | 31 |
| 4.4. | The “How” Questions – Funding Development Aid | 32 |
| | Issue 12 – Allocation of financial resources..... | 32 |
| | Issue 13 – Global initiatives | 33 |
| | Issue 14 – Aid modalities | 34 |
| | Annex 1: Summary Report on the Online Survey | 37 |
| | Annex 2: Questionnaire..... | 52 |
| | Annex 3: List of Contributors..... | 63 |
| | Annex 4: Calendar of events | 66 |

1. Introduction

The EU development policy is guided by the Treaty and the Joint Statement adopted by the Council and the Commission in November 2000. After four years it has been agreed to revise this Development Policy Statement (DPS) in order to update it and put it in line with the international events occurred since then, the Millennium Development Goals and other internationally agreed targets and the new priorities of an enlarged EU.

An in-depth consultation process has taken place with various stakeholders and actors of EU development policy in the period January 18, 2005 through March 19, 2005¹. This report presents the outcomes of the consultation.

The public consultation process was based on the Issues Paper *Consultation on the future of EU Development Policy*, prepared by DG Development in collaboration with other Commission services. The process included the following elements:

- An internal dialogue within the Commission and between the Commission and key players in the EU policy making cycle (i.e., Member States, European Parliament, Economic and Social Committee).
- A series of meetings and workshops with other stakeholders (e.g., civil society, governments, academia, social partners)
- An electronic debate centred on an online questionnaire.

In line with the Commission's general principles and standards for the consultation of interested parties², this report describes the consultation procedure and analyses the 529 contributions³ received as well as the comments made by stakeholders during the over 45 meetings held during the public consultation.

The objective of the report is to reflect the wide range and diversity of ideas, opinions and suggestions made in the contributions received. Without claiming to be exhaustive, the report tries to identify, as objectively as possible, the main trends, views and concerns arising from the contributions. In order to ensure full transparency, the report is complemented by the publication on the Internet⁴ of the full text of the contributions received⁵. This allows interested parties to examine the responses to the consultation in full detail.

The report starts with a short description of the consultation procedure. The following section sets out some general observations on the contributions received. The next section summarises the views expressed throughout the consultation. Its structure is based on the questions of the Issues Paper.

The document presents an analysis of the contributions received. It should be noted that the purpose of this document is to report on the public consultation. It does not aim to draw political conclusions from the consultation process as such. Political orientations will rather be drawn from the new Commission Communication.

¹ Contributions received after the deadline (up to 22.04.2005) have been considered in drafting this report.

² COM(2002) 704 of 11.12.2002. Towards a reinforced culture of consultation and dialogue - General principles and minimum standards for consultation of interested parties by the Commission, Communication from the Commission.

³ Including 346 questionnaires and 44 statements.

⁴ http://europa.eu.int/comm/development/body/theme/consultation/index_en.htm

⁵ Except for contributions whose authors have not given authorisation for publication. These contributions, however, have been considered in drafting the report.

2. The Consultation Procedure

An Issues Paper⁶ was prepared by DG Development, in collaboration with other Commission services, in order to raise and guide the debate.

The Issues Paper was structured around four blocks of 14 questions addressing the *why*, the *who*, the *what* and the *how* of development policy and assistance (see **Box 1**).

Box 1 - Issues Paper: The Why, Who, What and How Questions

The first group of questions concerns the general development-policy framework and coherence with other aspects (non-exhaustive list) of EU external action which are closely connected to development objectives. These are the “**why**” questions.

Issue 1. The objectives of the Community/EU development policy

Issue 2. Development and security

Issue 3. Integrating trade and development

Issue 4. Migration and development

Issue 5. Environment and development

The second group relates to the actors in development. In Community development policy, the key players are the Commission and the EU Member States. Other crucial stakeholders are the aid recipients with emphasis on partnership and the principles of ownership and participation. These are the “**who**” questions.

Issue 6. An EU policy or a 25 + 1 policy?

Issue 7. Partners: reinforced ownership and broader participation

The third group of questions is about defining new priorities for action but also the need for approaches to implementation that take account of specific contexts and needs. These are the “**what**” questions, which must deal with the challenge of reconciling the principle of concentration with the need for responsiveness and flexibility.

Issue 8. Priority sectors and cross-cutting themes

Issue 9. A common thematic framework for the European Union and Member States development policies

Issue 10. Differentiation

Issue 11. Transition situations – Linking relief and development aid

The last group looks at financial resources and modalities for managing aid. These are the “**how**” questions, the means for implementing development policy.

Issue 12. Allocation of financial resources

Issue 13. Global initiatives

Issue 14. Aid modalities

The Issues Paper was published on the Europa website⁷ on 18 January 2005, together with an online questionnaire with thirty-four questions for public consultation (see **Annex 2**).

⁶ European Union Development Policy. Issues Paper. Consultation on the future of EU Development Policy. European Commission, DG Development. 7.1.2005

Interested parties were invited to fill in the questionnaire and/or submit any comments by 19 March 2005.

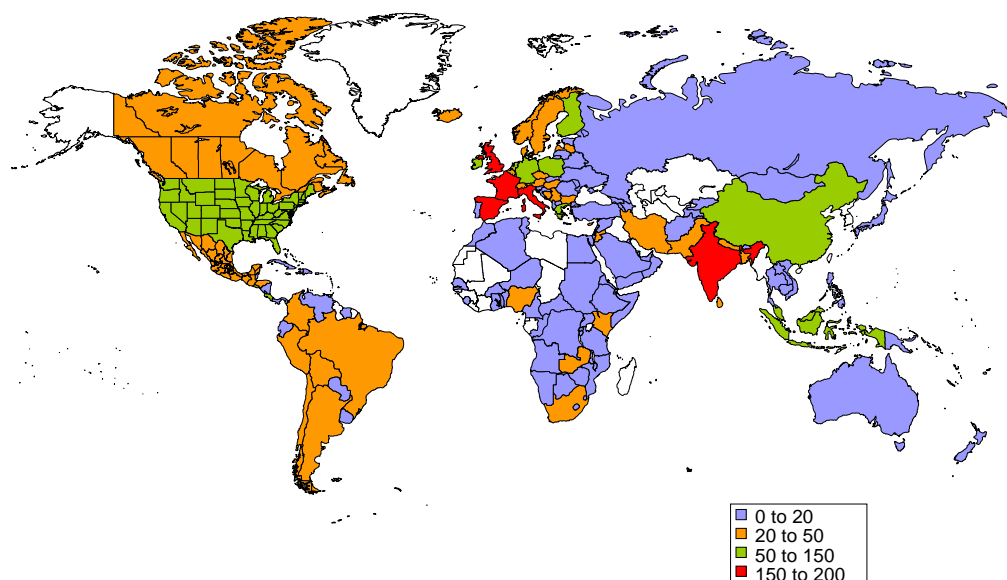
Nevertheless, given the complexity of the issues addressed by the Issues Paper, the Commission received a number of comments after the deadline. This report takes account of all comments received until April 22, 2005.

In order to facilitate the consultation, the Issues Paper was made available in English and French on DG Development's website. Comments could be submitted in these two languages, by filling the questionnaire and/or by sending comments by email to a dedicated mailbox. Efforts have been made to take into account comments in other languages. Respondents were invited to mention, where applicable, the numbers of the issues they were referring to in their responses. Several Statements and comments were also sent to the Commissioner, to the Director General and to the Policy Director.

The consultation was promoted through different channels:

- about 4,300 emails were sent to NGOs, universities, business association, think tanks in 200 donor and partner countries and territories as showed in Figure 1 below;
- all EC Delegations have been asked to promote the consultation in their host countries;
- the press was informed about the consultation and its modalities;
- several meetings with civil society associations were held, asking participants to answer the online questionnaire or send written comments.

Figure 1 - Geographic distribution of emails sent inviting recipients to take part in the online consultation



For the information of interested parties, the Commission has placed the contributions received on Europa website, after ensuring that the authors did not object to their publication. In practice, almost all contributors agreed to their views being published on the Commission's website.

In parallel to the public consultation, the Commission held extensive exchanges of views on the Issues Paper with the Council Development Working Party. The European Parliament, the European Economic and Social Committee and the Committee of the Regions have also examined the Issues Paper and given their views⁸. The Commission has actively followed the work in these different forums. In addition, the Commission had numerous bilateral and multilateral meetings with interested parties on the topics covered by the Issues Paper (see **Annex 1**).

All this work and all the information received have been taken into account in the preparation of this report, although its main focus is on the analysis of the online survey and of the written contributions received in response to the public consultation on the Issues Paper.

⁸ The EESC will issue an opinion on the Issues Paper by the end of September 2005.

3. Some general observations on the comments received

3.1. A varied response covering a broad spectrum of interests and views

In total, 529 contributions were received in response to the Issues Paper. They represent a broad spectrum of different organisations and views and reflect the diversity of structures, traditions and interests that characterise EU development cooperation. However, while the Issues Paper touches upon a wide number of issues, not all contributions address each issue raised in the Issues Paper.

Table 1 below summarizes the inputs received by type.

Table 1 - Contributions received by type

| Type of contribution | No. |
|---|------------|
| A. Emails supporting or making short statements⁹ | |
| Climate change issues should be more prominent in new DPS. | 1 |
| Support for Concord's statement | 9 |
| Support for Eurostep's statement | 2 |
| Support for FERN's statement | 20 |
| Support for Peacelink's statement | 43 |
| Support for statement on health (salud basica.htm) | 5 |
| Underlining importance of culture | 1 |
| Total A | 81 |
| B. Other emails | |
| Question or comment on rules of consultation (e.g., timing, technical problems, etc.) | 17 |
| Submission of or Request for electronic copy of questionnaire | 13 |
| Total B | 30 |
| C. Total no. of emails | 111 |
| D. Statements received from third parties¹⁰ | 44 |
| E. Comments from other Commission Directorates or Commission Staff | 11 |
| F. Comments from EC Delegations | 13 |
| G. Comments from Member States | 4 |
| H. Replies to the online questionnaire | 346 |
| I. Grand Total | 529 |
| J. Meetings | 45 |

⁹ Copies of the statements mentioned in this table are available at: http://europa.eu.int/comm/development/body/theme/consultation/index_en.htm

¹⁰ A number of statements were received by email but are excluded from the total number of emails in order to avoid double counting.

While statements and emails cannot be easily classified on the basis of the characteristics of their authors, as details were not always provided with their contributions, this is possible for the online consultation as discussed below.

3.2. A wide spectrum of contributions

Contributions were received from all over the world, but the majority came from Belgium, France, Netherlands, Germany, United Kingdom and Spain. 346 questionnaires have been filled by respondents from 60 countries.

Figure 2 - Geographic distribution of respondents in the online consultation

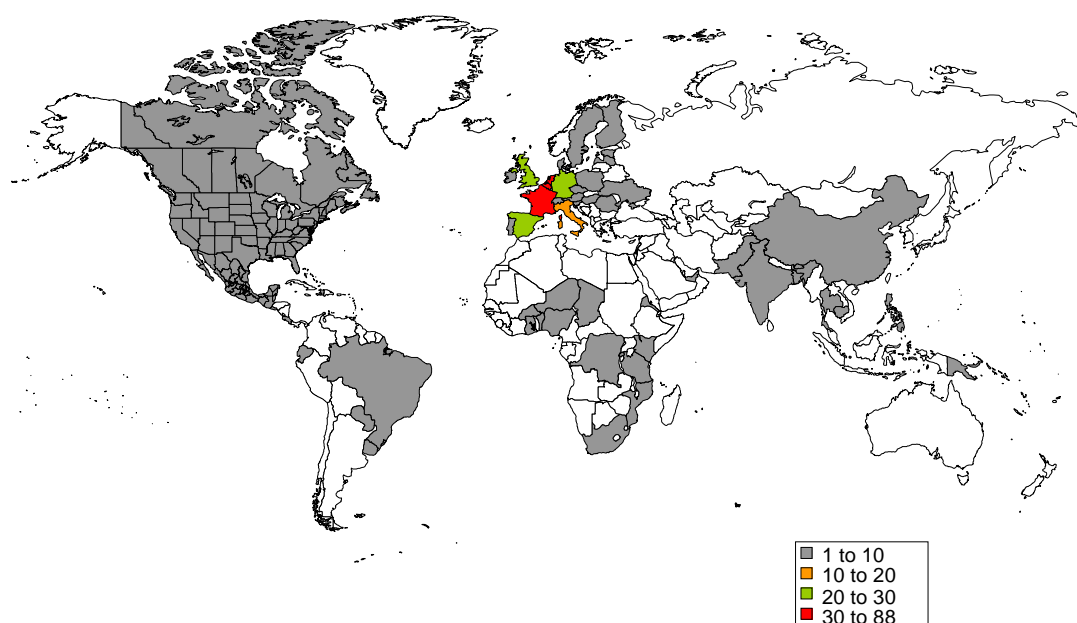


Table 2 - Top 10 Respondents as of March 8, 2005

| Country | Number of respondents |
|----------------|-----------------------|
| Belgium | 86 |
| France | 31 |
| Netherlands | 30 |
| Germany | 23 |
| United Kingdom | 23 |
| Spain | 21 |
| Italy | 14 |
| Finland | 9 |
| Bangladesh | 8 |
| Luxembourg | 7 |

Two thirds of respondents are from donor countries, while developing countries respondents are from almost all geographical areas reached by EU programmes (i.e., ACP, ALA, CARDS, etc.) with the notable exception of MEDA countries. The case of Bangladesh is also noteworthy as it has the ninth largest number of respondents (8), equal to about 5% of all partner country respondents. This is due to the active collaboration of the EU Delegation in Dacca described in **Box 2**. Similar activities were carried out also by other EC Delegations.

Box 2 - Support from the Delegation of the European Commission in Bangladesh

The Delegation supported the online consultation through the following:

- uploading of the press release on the delegation web site and on the donors' local consultative group portal
- mailing to all EU Heads of Missions in Bangladesh
- mailing to more than 100 stakeholders in Bangladesh including both government and civil society
- a press conference attended by 15 journalists

3.3. Contributions from a broad range of categories of respondents

A broad variety of types of organisations have replied to the public consultation:

- European Parliament
- Member States
- international organisations
- local and regional authorities
- NGOs
- trade unions and associations of trade unions
- business associations
- academic institutions
- partner countries' governments
- Commission services and delegations

Comments were also received from private individuals.

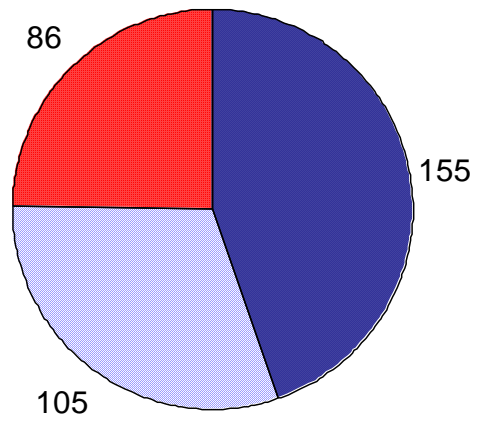
As far as the online questionnaire is concerned, about 55% of respondents work in an organization, half of them NGOs. The remaining 45% are individuals¹¹.

About half of respondents have an age between 25 and 44, while only 10% have either less than 25 or more than 65 years of age. Two thirds of respondents are male.

Many of the contributions are very substantial and some are accompanied by additional background material. The breadth and the depth of the contributions received lead the Commission to believe that the different aspects and arguments relevant to the debate are well covered by the responses.

¹¹ Mostly from donor countries.

Figure 3- Distribution of respondents by type



- I am responding as an individual
- I am responding on behalf of an organisation
- I am responding as an individual working in an organisation

4. The main results of the public consultation

4.1. The “Why” Questions – Development in EU Action

Issue 1 - The objectives of the Community/EU development policy

a. Online Questionnaire

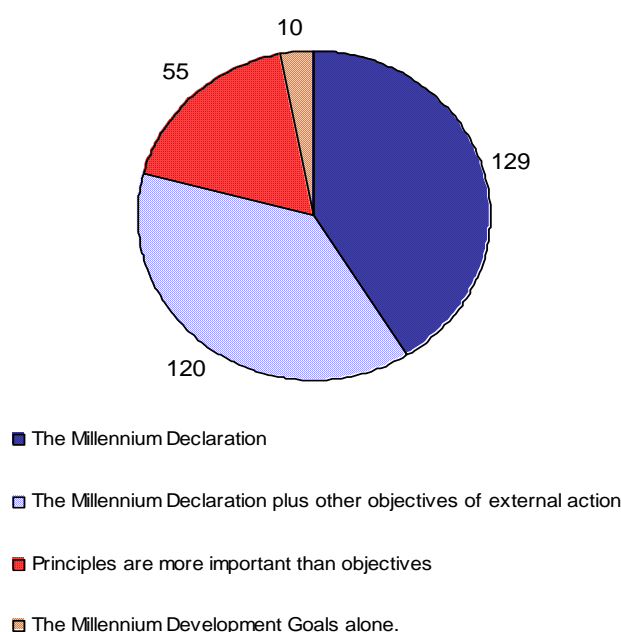
Results on objectives are not uniform. There is a clear preference for broader objectives as the narrow definition of the Millennium Development Goals alone was supported by only 3% of respondents. Respondents did split between the use of the Millennium Declaration (MD) as an objective and the introduction of trade and foreign policy goals in addition to the MD. A significant group of respondents (16%) favours the use of principles rather than objectives.

It is interesting to note that respondents from donor countries tend to favour more the use of the Millennium Declaration (39% vs. an overall average of 37%) while respondents from partner countries would welcome the addition of trade and foreign policy goals (51% vs. an overall average of 35%). This result is surprising, but it is less so if one considers the overall focus on “trade in addition to aid” of many partner country respondents.

Issues Paper - Summary

1. Development policy is an integral part of EU external action.
2. Eradication of poverty is the main objective in the EC Treaty and draft Constitution
3. Multidimensional objective: interventions in the economic, trade, social, cultural, environmental and governance spheres.
4. Development policy is on the same level as the common foreign and security policy and trade policy. These policies need to be consistent.
5. Main frame of reference should be the EU international commitments, especially the Millennium Declaration.

Figure 4 - What should be the objectives of a new EU development policy?



b. Meetings with and statements from key players and stakeholders

There is clear consensus that eradication of poverty should be the main objective of EU development policy. The need for coherence among the various elements of EU external action is also emphasized by various contributions¹². In the words of one of them, “*it is time for development policy to be mainstreamed into all other policies.*” A vast majority of contributions agree that development policy should never be subordinated to the CFSP or trade policies.

The Millennium Development Goals are seen as clear, measurable and simple targets that can clarify the meaning of “poverty eradication” in operational terms. One contribution, for example, finds that they are “*appealing because they are simple and long-term and could provide much needed stable focus to EC action.*” “This is what the Commission needs to monitor change.”

Several comments support the use of the Millennium Declaration rather than the MDGs alone as the objective of EU development policy. Some question however the validity of the Millennium Development Goals in middle-income countries (MIC) as many MICs have already met them.¹³ It is in the Commission’s interest to better define the targets in these relations. It is argued that perhaps this should include a wider range of objectives than development cooperation *strictu sensu*.

| The Millennium Development Goals | |
|---|---|
| 1. | Eradicate extreme poverty and hunger Halve the number of people in extreme poverty, and the number of people who suffer from hunger, by 2015 |
| 2. | Achieve universal primary education Ensure by 2015 that all children will be able to complete a full course of primary schooling |
| 3. | Promote gender equality and empower women Eliminate gender disparity in primary and secondary education by 2005, and in all levels of education by 2015 |
| 4. | Reduce child mortality Reduce by two-thirds the under-five mortality rate by 2015 |
| 5. | Improve maternal health Reduce by three-quarters the maternal mortality rate by 2015 |
| 6. | Combat HIV/AIDS, malaria, and other diseases Halt the spread of HIV/AIDS, malaria, and other major diseases, and begin to reverse the spread, by 2015 |
| 7. | Ensure environmental sustainability Halve the proportion of people without sustainable access to safe drinking water by 2015 |
| 8. | Develop a global partnership for development Further develop an open, rule-based, predictable, non-discriminatory trading and financial system |

Several contributions observe that there is a need to move from a “rules based” global society to a “rights based” global society through a “people centred development policy”. According to them the MDGs themselves can be viewed in

¹² “This is fundamental if the EU is not to take with one hand what it gives with the other, but rather integrate development objectives into its trade, agriculture, environment, migration and asylum, and security and defence policies so that these policies contribute to and do not undermine development.”

¹³ If the EU development policy is to cover such countries as well there must be ample room to allow for national/regional specificities even if it means to deviate from standard MDG priorities and to go further.

terms of rights¹⁴.

Furthermore, several contributions stress specific objectives depending on the purpose of each organization. Some of these objectives are already included in the MDGs. These contributions focus on (numbers in parenthesis are the number of occurrences):

- environment (10)¹⁵
- human rights (9)
- gender (6)
- children rights (5)
- decent work (5)
- human and social development (promoting social cohesion/combating inequality) (3)
- democracy (3)
- good governance (3)

Several contributions express appreciation for the reference made in the Issues Paper to the EU international commitments that should be mentioned in the new DPS. The international anti-corruption conventions are mentioned in this respect. Some emphasise also the need to make explicit reference to the PRSP as the main instrument to translate the EU general objectives into specific actions and objectives at the country level.

c. Emerging Consensus

- Poverty eradication should remain the goal of any new DPS
- The Millennium Declaration can operationalise this broad objective with concrete and simple targets

Issue 2 - Development and Security

a. Online Questionnaire

Most respondents (54%) think that the main reason to take security into account in development policy is that development is a tool to address the root causes of insecurity and conflict, although there is no clear agreement on how to address these issues.

b. Meetings with and statements from key players and stakeholders

Most contributions agree on the validity and necessity of addressing the issue of security and development in today's world. They urge the Commission to ensure that development does not become a 'hostage' of security policy and to avoid a hierarchy between these policy areas. "To rephrase Mr. Solana: peace is an indispensable

¹⁴ "It is therefore vital for EU development policy to recognise a multidimensional and human rights-based approach to the fight against the root causes of poverty. It should promote a model of society in which women are equal and in which they can actively contribute and participate. Human rights, including social, economical and cultural ones must be respected, and the environment protected."

¹⁵ "A degraded natural environment, inequitable access to natural resources and unsustainable resource use are major causes of poverty and should therefore be addressed through EU Development Policy."

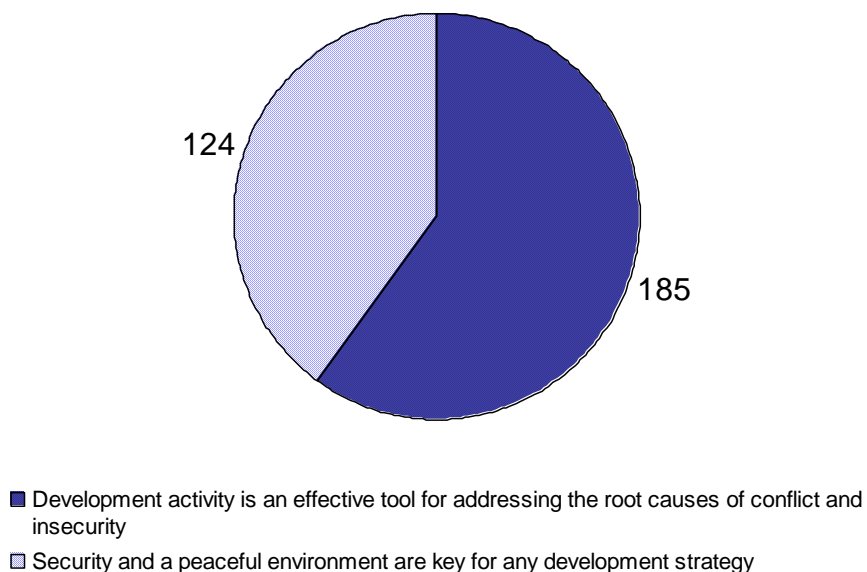
condition for development and development is indispensable for guaranteeing peace.”

There is wide agreement that security should be defined in its broadest sense, thus using the UN definition of “human security”: “freedom from fear” (i.e., the goal of public safety) and “freedom from want” (i.e., the goal of human development). It includes key development principles such as partnership, local ownership, engagement with civil society and gender sensitivity. There is a need to promote the “EU human security doctrine”: the primacy of human rights (including economic and social rights) and the use of legal means. In implementing the European Security Strategy more attention will have to be paid to ‘soft threats’ such as poverty, HIV/AIDS, and environmental degradation.

Issues Paper - Summary

1. Security and development are complementary agendas.
2. Security defined in broadest sense: state and human
3. Sustainable development is the best structural solution to address the root causes of insecurity.
4. Integrated approach to conflict prevention and crisis management.
5. Strong commitment to multilateralism.
6. DAC/ODA eligibility of expenditures in relation to peace, conflict and development.
7. Coordination/harmonisation in the field of development/ security/defence.

Figure 5 - What is the main reason to take security into account in EU development policy?



Some contributions plead for a clear reference to security as a long term goal, rooted in poverty eradication, democracy, good governance and respect of human rights. It is also noted that conflicts have a particularly high impact on vulnerable groups and these should be targeted in conflict prevention and crisis management.

Most contributions express the concern that security-related expenditures may be considered as ODA and/or that “real” ODA may be reduced as a consequence. *“The revised statement should make very clear that funds allocated to long term cooperation with developing countries must not be re-allocated to short term security priorities.”* *“We should be clear that development money should not be used to finance counter-terrorism, counter-proliferation and counter-narcotics expenditure*

and that development assistance should not be conditional upon security or counter-terrorism considerations.” “Debates on official development assistance policy must resist any attempts to include new expenditure relating to counter-terrorism or military peacekeeping activities. Both security and development policy are important and often interdependent, but one should not be funded at the expense of the other”.

Finally, several contributions focus on the roots of insecurity, particularly as the roots identified match these organization’s institutional goals (e.g., environment protection, human rights, gender, etc.). At the same time, some highlight that *“there is no clear link between poverty and insecurity, particularly between poverty and terrorism. Disproportionate and overstated suggestions that development policy is a central instrument to tackle ‘terrorism’ could skew development objectives and undermine international respect for the EU’s commitment to poverty eradication.”*

c. Emerging Consensus

- Development is a tool to address the root causes of insecurity but should not be subordinated to security policy
- Security-related expenditure should not be considered as ODA
- The concept to be used is that of “human security”

Issue 3 - Integrating trade and development

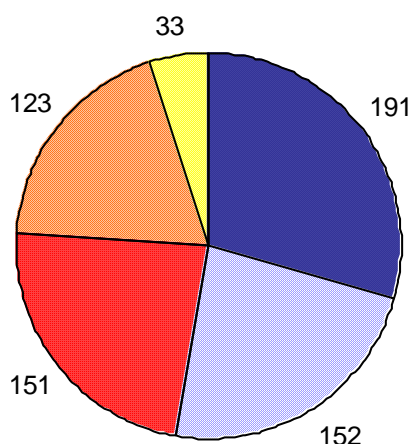
a. Online Questionnaire

There is a clear consensus that trade is an important instrument to fight poverty, although once again respondents disagree on how it should be used, as they are almost evenly split among opening market access, improving trade capacity in partner countries, creating an enabling environment in these countries or reforming the multilateral trade system. Respondents from partner countries have higher than average replies focusing on market access (54% vs. 44%) and the reform of the multilateral trade system (i.e., 57% vs. 55%). Most respondents (60%) believe that trade related assistance should be integrated in the PRSP.

Issues Paper – Summary

1. Main issue: how to make good use of the substantial benefits brought about by trade liberalisation, while at the same time guaranteeing that these benefits also reach the most vulnerable and marginalised countries.
2. 3 levels: unilateral (GSP, EBA); bilateral (numerous bilateral trade agreement) and multilateral (Doha Development Agenda – DDA)
3. Limited participation in DDA by low income countries.
4. EU committed to step up trade related assistance (TRA)
5. EU committed to decrease trade distortive measures (e.g., farm subsidies)
6. Support for developing countries’ efforts to establish stable and attractive environment for trade and investment
7. Simpler rules of origin
8. Non-tariff barriers (e.g., phytosanitary standards) should be addressed.

Figure 6 -What is the appropriate trade policy to help developing countries to reap benefits of trade liberalization contributing to poverty eradication?



- Need for a balanced multilateral trade system
- Further improvements of market access
- EU should support developing countries in their efforts to create a stable and attractive environment for trade and investment
- Trade remains one of the most effective instruments to lift developing countries out of poverty
- Development Aid is and trade is not the right instrument to fight poverty.

b. Meetings with and statements from key players and stakeholders

Several contributions question the substantial benefits brought about by trade liberalization and argue that the DPS should be more cautious on this topic. The link between trade, growth and poverty reduction is not automatic. Any future statement will need to give a more rounded view in this area.

Developing countries should therefore not be forced into liberalising their markets and should have the right to protect their industries and farmers. It is stressed that, if applied appropriately, veterinary, sanitary and phyto-sanitary standards act to facilitate trade and should not be perceived as unnecessary non-tariff barriers. Developing countries' capacities to meet such standards should instead be strengthened. Some argue that trade preferences are an ineffective tool to foster development and that non-trade diverting tools (e.g., technical cooperation, knowledge sharing, financial assistance) should be used in their place.

It is also proposed that the Economic Partnership Agreements (EPA) negotiations with ACP countries should not be based on reciprocity, but on development benchmarks demonstrating that the aim of the negotiations is not free trade as such, but the eradication of poverty and sustainable development. Some remark that the Issues Paper was not clear on the priorities the Commission intends to set on trade. They argue that focus should be on dealing with the EU's own trade distortive tariffs and subsidies as well as supply side constraints in developing countries

c. Emerging Consensus

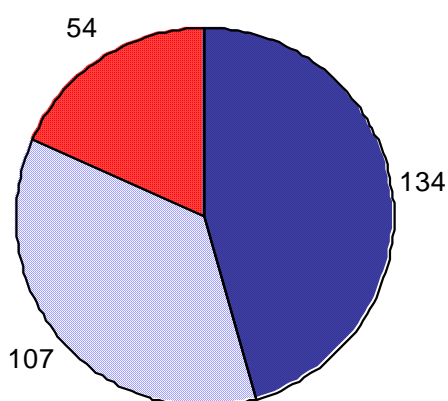
- Trade is an important tool to fight poverty, but there is no agreement on how it should be used

Issue 4 - Migration and development

a. Online Questionnaire

Most respondents believe that EU development and migration policies are interrelated and that the EU should ensure that a positive impact of labour migration on development. It is somewhat surprising to note that the “brain drain” issue is more of a concern among respondents from donor countries (39%) than among those from partner countries (35 %).

Figure 7 -EU development policy shall be coherent with the external dimension of EU migration policy. What would this mean in practice?



- Both policies should support each other, but we should only look at the positive aspects of the interrelationship
- Migration policy should support the objectives of development policy.
- Development policy should support the objectives of EU domestic migration policy.

b. Meetings with and statements from key players and stakeholders

The views on the need to deal with migration in the revised DPS have not converged during the debate so far and remain divided. Some express reservations on dealing with this issue in the framework of a DPS. “*The DPS should not contain any specific Justice and Home Affairs goal*”, as it could be seen as “disguised EU protectionism.” Others welcome its possible inclusion in the revised DPS and argue that the formulation is too timid, i.e. it should tackle the issue of permanent migration and all forms of temporary migration, not only GATS Mode 4 that refers only to services (i.e., it deals only with “professional” migration). Some contributions outline an intermediate position, limiting the DPS treatment of migration only to asylum. People become asylum seekers due to the failure of states and this is the interface between development, security and migration. Furthermore, post-conflict societies are desperately short of skilled people, many of whom may have received asylum in Europe. How to make aid to failed states effective and how to encourage return of skilled people are two key development challenges in this respect.

As in the case of security, the contributions agree that development money should not be used to resolve migration issues nor be contingent on migration policy. Financial support provided to countries of origin for transit of migration and control purposes (e.g., border controls, readmission agreements, reception centres and camps) does not contribute at all to solving the root causes of migration and therefore cannot be considered as ODA.

A vast majority of contributions agree that EU development policy should not be subordinated to EU migration policy, but that the first can contribute because of the links between poverty, conflicts and migration: development cooperation contributes best by combating the root causes of forced migration and refugee movements through poverty eradication, conflict prevention, food security and good governance. There is also widespread agreement that the EU should be at the forefront against smuggling of people and child trafficking, by making both an international jurisdictional competence.

Finally, a number of contributions raise the issue of coherence between EU migration and development policies stating that the former “*is fundamentally underpinned by border controls, anti-criminal and security concerns.*”

Box 3 provides a vivid example of how important the issue of migration is in the Philippines.

Issues Paper – Summary

1. The influence of migration on global development is basically positive for migrants, the EU and developing countries.
2. However, it can also cause problems for migrants (trafficking, criminal exploitation), the EU (failed integration policies) and developing countries (brain drain).
3. Development cooperation contributes best by combating the root causes of forced migration and refugee movements.
4. Need to develop a political dialogue with third countries integrating the development and migration agenda.
5. Promote well ordered international labour migration (GATS Mode 4)
6. Try to turn brain drain into brain gain.
7. Reduce the cost of remittances.
8. Increased support for international protection of migrants.

Box 3 - Migration issues in the Philippines

The link between migration and development is perhaps in no other country as evident as in the Philippines. The Philippines have developed a policy of promoting migration of its own population to increase remittances to the Philippines beyond any level of official ODA. This policy has become a model for many other countries, although it has a number of flaws. Dealing with the unintended consequences of migration for the Philippines and its people has been a major policy and social challenge. Human trafficking is also quickly increasing. Nevertheless, promoting well ordered labour migration to pursue developmental objectives, turning brain drain into brain gain and protecting human rights of both documented and non-documented overseas workers in developed countries (including the EU) are very important issues that should be addressed by the EU development policy.

c. Emerging Consensus

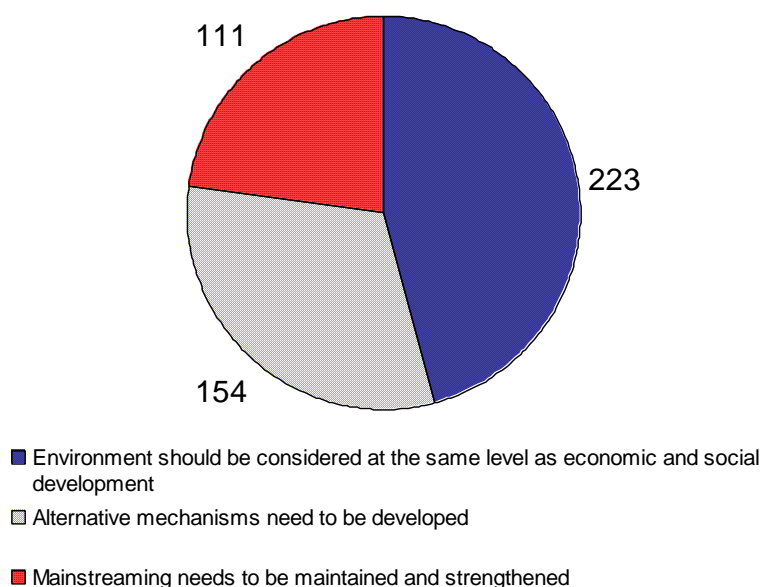
- EU development and migration policies are interrelated but the former should not be subordinated to the latter
- ODA should not be used to resolve migration issues
- The EU should be at the forefront against people smuggling

Issue 5 – Environment and development

a. Online Questionnaire

There is a clear agreement (64% of respondents agree) that environmental issues should be placed at the same level as economic and social development in EU policy, as one of the three pillars of sustainable development. This agreement is even wider (about 75%) among respondents from partner countries.

Figure 8 - What lessons can be drawn from the mainstreaming approach taken for environment?



b. Meetings with and statements from key players and stakeholders

While there is general agreement on sustainable development as an objective and on the importance of the environment for EU development policy, some contributions even call for the introduction of legally binding measures to ensure the full consideration of environmental issues in the elaboration and implementation of national development strategies.

Most contributions state that sustainable management of natural resources and nature conservation are a fundamental pre-requisite for poverty eradication.

In addition, there are calls for a clear link between the revised DPS and the new European Sustainable Development Strategy.

It is also mentioned that pollution and poor environmental management – which

Issues Paper – Summary

1. Environment is one of the three pillars of sustainable development: it is therefore a full component of development objectives and not just a cross-cutting theme.
2. The environment matters greatly to people living in poverty.
3. Efforts to improve environmental management must begin with the poor themselves, who are part of the solution rather than part of the problem.
4. Improving environmental management requires policy and institutional changes (governance, national policies).
5. Developed countries must take the lead and support most of the burden on global environmental issues.

curtail growth – must be distinguished from environmental conservation (green issues) that can be achieved only through financial support from developed countries.

Finally, it is suggested that stronger policy coherence (particularly with EU transport, trade and environment policies) should be pursued through the revised DPS. Some contributions also highlight the link between environmental management and natural disasters. *“The increase of global temperatures and the risk of extreme weather conditions combined with unsustainable practices like deforestation and unsustainable land use have made many communities more vulnerable to disasters. Poverty increases vulnerability and people affected by these events are often plunged into further poverty. It is therefore crucial to strengthen community resilience and preparedness in enabling communities to help themselves to reduce risks and withstand disasters. Addressing environmental risks is an essential strategy, which contributes directly to the reduction of poverty and should therefore be treated as an immediate pressing issue both inside and outside the EU.”*

c. Emerging Consensus

- Sustainable development is an important objective of EU aid

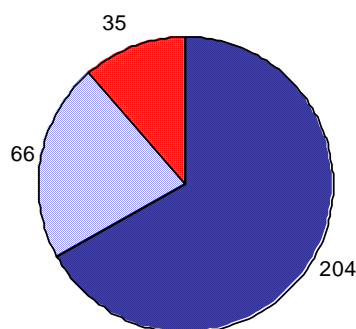
4.2. The “Who” Questions – Development Actors

Issue 6 – An EU policy or a 25 + 1 policy?

a. Online Questionnaire

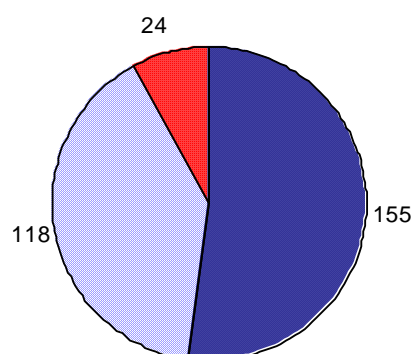
There is a wide agreement (59%) on the role the Commission should play in pursuing a common EU platform for development policy, rather than limit itself only to coordination and harmonisation of EU aid. Almost one respondent in two also believes that there should be a single EU representation in the WB/IMF or at least that the Commission should become a member of the BWI on behalf of the Community (about 80% of respondents favour either of these options)

Figure 9 - What should be the role of the Commission in overall EU development policy?



- Animating the debate with a view to pursuing a common EU platform for development policy instead of merely coordination and harmonisation in the field.
- Animating the European debate on development.
- Focus on coordination and harmonisation

Figure 10 -How would the EU be best represented in the WB/IMF?



- There should be a single representation of the European Union.
- Each Member State individually, but the Commission should become a member of the BWIs on behalf of the Community.
- Each Member State individually according to strategic ad hoc constituencies without representation from the Commission.

b. Meetings with and statements from key players and stakeholders

Some contributions praise the Issues Paper for starting a debate on the European Union's development policy rather than on the European Community's development policy as in 2000. Others criticize this approach saying that the discussion should only concern the EC development policy.

Two different views on the Commission's role in the EU development policy have been expressed. The first view favours the Commission as a delivery agent (*"je depende donc je suis"*, in the words of one contributor) whose competence should be based on the "subsidiarity principle"¹⁶ and/or on its comparative advantages. One example of the former is the statement that the Commission should be *"a delivery agent where Member states have agreed that delivery by the collective would be more effective than through their individual bilateral programmes."* Arguments based on comparative advantages suggest that the Commission should operate only

Issues Paper – Summary

1. Development is a shared competence within the EU.
2. Between the Community and Member States, the principles of coordination, complementarity and coherence (the 3Cs) apply.
3. The Commission should not be the 26th player.
4. Enhanced harmonisation with a bottom up division of labour based on comparative advantage (country-led and country-based approaches)
5. Common assessment of needs by all Member States and the Commission.
6. Joint multi-annual programming.
7. Common framework for implementation procedures.
8. Less micromanagement of EC actions by MS
9. Stronger EU voice in the Bretton Woods Institutions.
10. International commitments (e.g., MDGs) should serve as a basis for setting a common policy framework.
11. Any new arrangement (e.g., the European External Action Service) will need to take the 3Cs into consideration.

¹⁶ The subsidiarity principle is the principle whereby the Union does not take action (except in the areas which fall within its exclusive competence) unless it is more effective than action taken at national, regional or local level. (source: SCADplus Glossary).

where its past performance, skill mix or type of instruments form a clear comparative advantage. Some question this approach: should we look at comparative advantages as they are or build comparative advantages in a strategic way? This can only be a political decision rather than the outcome of a technical analysis, some observe.

The second view sees a different role for the Commission: an analytical organ rather than a delivery agent, able to define the European approach to globalization and development, as well as a promoter of harmonization and coordination. There is a need, according to these contributions, to strengthen analytical capacity in the Commission. The World Bank has analytical leadership even in sectors where the Commission has a comparative advantage (e.g., infrastructure). Knowledge in the World Bank matters at least as much as financial resources. The Commission needs to become a “think tank” and a “policy leader”, reflecting, *inter alia*, on the vast experience it has developed as a donor as well as a “catalyst for change”. A contributor challenges the Commission to find something similar to the adoption of the *Acquis communautaire* by new Member States: “*Is there anything as exciting that could be used for developing countries? Something like a credible benchmark that a country could aspire to in 20 years time?*”

It is also mentioned that this leadership on “global thinking” will need to be based on a “Brussels consensus”, a philosophy shared among EU Member States focusing on the promotion of democracy and competition, social safety nets, support for technological progress and trade integration. This doctrine should be inspired by the EDF principles and practices.

At the same time some express concerns about the capacity of the Commission to take on new challenges, given the human and financial constraints it currently faces.

On coordination and complementarity, it is suggested that the revised DPS should set clear objectives to be monitored by the Commission on an annual basis.

While some support a unified EU representation in the Bretton Woods Institutions, others prefer to increase EU coordination as there is a need to preserve influence, flexibility, diversity and voice based on contribution.

There is general support for the need to reduce micromanagement by Member States and the adoption of joint multi-annual programming and of a common framework for implementation procedures. At the same time, there are concerns about adopting an overly Eurocentric approach, although an agreement on common principles should be reached.

Finally, one contribution observes that the current situation cannot be described as a 25+1 but rather a 15+10+1. It highlights the need to find a common ground with new Member States on the revised DPS. Others also point out that, while the Issues Paper seems to favour an EU policy, some issues (e.g., issues 7 and 8) are treated as if the EC were the 26th player.

Issues Paper – Summary

1. The success of development policies depends on participation and ownership.
2. Development priorities should be established by each country’s political and administrative institutions and civil society organisations.
3. The Community applies the principle of ownership in different ways in different regions (stronger under Cotonou).
4. Participation and ownership do not mean that EU priorities should be neglected.
5. Applying the principle of ownership in difficult partnership is hard and needs to be customised.
6. National parliaments and local authorities must play a bigger role in dialogue.
7. All categories of non-state actors should participate in the development process.
8. The relationship between the EU and CSOs in Europe must be refocused.

c. Emerging consensus

The Commission should move beyond harmonisation and coordination, and it should be equipped to do so.

Issue 7 – Partners: reinforced ownership and broader participation

a. Online Questionnaire

A vast majority of respondents believe that the EU should design (69%) and implement (74%) its programmes in close collaboration with partner countries. About half of respondents also believe that non-state actors should move away from project implementation into capacity building, awareness raising and policy dialogue.

b. Meetings with and statements from key players and stakeholders

While there is a clear recognition that the State is the main European Union’s partner in development cooperation, many contributions focus on non-state actors (NSAs), both in developing countries and within the EU itself. The following types of NSAs are mentioned:

- Humanitarian NGOs and development NGOs (NGDOs)
- Trade unions
- Private sector
- Political society¹⁷
- Local authorities
- Consumer associations
- Vulnerable groups¹⁸

Several comments welcome the inclusion of national parliaments and local authorities among partners and their involvement in the consultation process on the Issues Paper. At the same time, as described in **Box 4**, the consultation process itself has been criticized in some respects.

There is widespread recognition of the importance of national ownership as a key requirement for development policy. The revised statement should enshrine this principle and extend the advanced partnership and ownership principles contained in the Cotonou Agreement to all developing countries. Some contributions request that consultation on the design and implementation of EU Programmes should be made “legally binding”. One in particular suggests parliamentary approval in each partner country for CSPs and NIPs to ensure real participation in decision making and transparency.

Some observe that often policy dialogue did not work well due to lack of capacity or willingness, and that support should be provided to facilitate such dialogue. There is

Box 4 – Comments on the Consultation Process

The consultation process on the Issues Paper is a good example of participation. While most praise the process as inclusive and transparent, there is also some criticism:

- The debate should have been broader and linked to the one on the Constitution.
- Its length (over 60 days) was too short.
- The online questionnaire was too rigid. As a consequence several NGOs decided to submit statements instead of or in addition to replying to the questionnaire.

¹⁷ It was also pointed out that “political society” (i.e., parliaments, political parties) is often the missing link in the dialogue between the EU on one side and each partner country’s government, civil society and private sector, on the other.

¹⁸ Several NGDOs requested the involvement of indigenous peoples and children in the design and implementation of policies and programmes affecting them.

also the need, highlighted by several contributions, to link policy dialogue with the “existing multi-stakeholder process of PRSPs”. A stronger linkage would help to address tensions between national ownership and EU priorities. The PRSP provides a framework for articulating government priorities and ensuring multi-sectoral interventions that allow the issues on priority sectors and themes to be addressed in a systematic manner. It also provides a framework for donor coordination. In any future statement the Commission should aim to preserve and emphasise the role of the PRSP (or equivalent) as the backdrop for its interventions, recognising that the PRSP should be expanded going beyond their traditional focus on the social sectors to integrate economic issues, including trade and private sector development.

Concerning the application of the principle of ownership in difficult partnerships, it is suggested that further analytical work is required and that the EU should:

- stay engaged in fragile states, particularly at the political level;
- pay more attention to harmonization and alignment among donors; and
- differentiate among different stages of state fragility (weakness, conflict, post-conflict) and different kinds of weakness (economic, military, political).

True partnership is made more difficult by increasingly complex procedures and proliferation of programmes. One contribution observes that it is difficult to talk about country ownership and coordination in countries when the Commission is simply one of many project donors, with procedures decided in Brussels that are every day more complex and ill adapted to development.

However, the “ownership” principle should not be pushed too far, particularly when international values and standards are concerned. On governance, for example, a country may be reluctant to place governance as a priority in its development programmes. Yet, from a collective or global point of view, it would be rational that the country would improve its governance. This is so because good governance in one country creates positive externalities for the rest of the world.

c. Emerging Consensus

- | |
|---|
| <ul style="list-style-type: none">• Importance of ownership and the need to involve partners in all stages of the policy and project cycles.• EU programming should be closely linked to each partner country’s PRSP |
|---|

4.3. The “What” Questions – Concentration and Differentiation

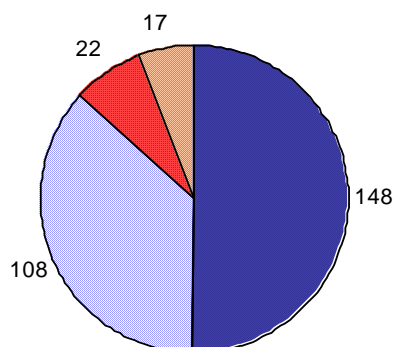
Issue 8 – Priority sectors and cross-cutting themes

a. Online Questionnaire

There is wide agreement that concentration on six priority sectors and the mainstreaming of cross-cutting themes have not worked well (only 6.4% of respondents believe they worked well), although most agree they are principles worth pursuing (only 5% of respondents say alternatives are needed). Only respondents working for NGOs show a majority (45%) in favour of alternatives to concentration and mainstreaming.

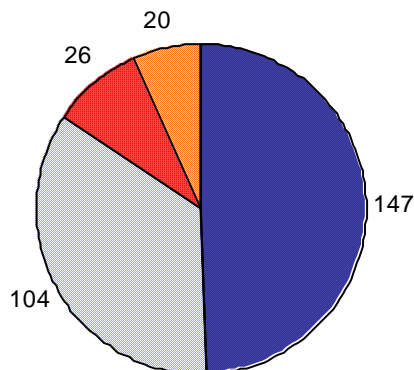
There is no agreement instead on what should be done to address this issue, although there is a significant preference (43% vs. 31%) for the definition of priorities on a case-by-case basis.

Figure 11 -What lessons can be drawn from the implementation of the principle of concentration?



- The principle of concentration must be applied differentially and pre-defined areas should not be imposed. Priorities should be identified on a case-by-case basis .
- Stronger political dialogue is needed on issues that relate to the EU's values
- Concentration on the six priority areas and mainstreaming of cross-cutting issues has worked well
- Mainstreaming is a fine principle but a difficult one to implement. Alternatives are needed.

Figure 12 -Do you agree that the EU has its own distinctive values and approaches in the six proposed themes?



- Yes I agree that all themes reflect EU distinctive values and approaches.
- I agree that some theme(s) reflect EU distinctive values and approaches.
- I do not agree with the idea that the EU has a distinctive approach and values behind which the Member States and the Commission can unite.
- I do not agree that the themes proposed reflect EU distinctive values and approaches, but agree that the EU has such a distinctive voice.

b. Meetings with and statements from key players and stakeholders

There is widespread agreement on the need for flexibility in order to accommodate partner countries' priorities, particularly those contained in the PRSPs. *"We are bound to ownership",* one contribution states, *"so priorities can only be general."*

Some, however, express concerns that dropping priority sectors and cross-cutting themes may weaken the validity of the policy statement as a practical tool. One of the virtues of the framework of priority sectors and cross-cutting themes is it gave a strong practical steer to those in partner countries and in the Commission with responsibility for preparing and implementing projects and programmes. It also communicated clearly the idea of mainstreaming, notably on environmental and gender issues. Some thought will need to be given as to how this steer is to be provided in the future, and whether the Issues Paper has got the balance right. It was also through this tool that the idea of concentration was given weight in the work undertaken with partner countries.

There is a consensus against the proliferation of new initiatives. One contribution mentions that *“since 2000, 26 priorities have been added to the initial list of six.”* Some observe that priorities in the 2000 DPS were thought to apply only to ACP countries and did not provide much needed focus in other regions.

Several contributions note that the self-acknowledged failure of the Commission to live up to one of the key components of its development policy - i.e. mainstreaming priority areas set by the Council and Commission - receives little attention in the Commission's Issues Paper and that the solutions proposed are limited merely to political dialogue. Much more emphasis should be put on responding to the failure of mainstreaming and on developing the thinking on how to achieve commitments through alternative approaches in the revised DPS. Lack of political will, financial resources, skills and participation of NSAs are indicated as possible explanations. *“Mainstreaming is not a principle, but a strategy with the goals of transformation. (...) The challenge now is to translate general goals into real actions. The challenge is to ‘walk the talk’ and to move from being ‘goal setters’ to ‘goal getters’. To initiate change, we need political will that is matched by allocation of resources.”*

Finally, several contributions refer to EU values and principles that should underpin EU development policy. The following are proposed by different contributions:

- accountability
- democracy
- diversity
- equality
- human rights
- integrity
- international rule of law

Issues Paper – Summary

1. The 2000 DPS identified 6 priority areas for concentration and cross-cutting themes to be mainstreamed.
2. Concentration makes EC aid more effective with a coherent set of sectoral policies and increased capacity in some sectors.
3. Concentration should be accompanied by a proper division of labour between the Commission and Member States.
4. Concentration has been made more difficult by the proliferation of new initiatives.
5. Mainstreaming has remained a good intention.
6. The *a priori* selection of focal sectors has forced some countries to choose their priorities from a pre-set menu (too rigid).
7. The principle of concentration should be applied without pre-defined areas and on a case-by-case basis.
8. Stronger political dialogue on EU values (e.g., human rights, gender equality, children rights) is needed.
9. The environmental dimension of sustainable development must be highlighted.

- social justice
- solidarity
- tolerance
- transparency

They could be part of the “Brussels consensus” mentioned in the discussion of Issue 6.

c. Emerging Consensus

- Concentration on six priorities and mainstreaming of cross-cutting themes are important but have not worked well
- There is a need for a flexible approach to accommodate partner countries’ priorities and respect the principle of ownership
- The proliferation of new initiatives should be stopped

Issue 9 – A common thematic framework for the European Union and Member States development policies

a. Online Questionnaire

There is general agreement that the six themes identified reflect the EU distinctive values and approaches (about three fourths of respondents find that at least some of these themes do reflect them), although there is no consensus on whether they are all relevant or, if not, which theme should be preferred.

b. Meetings with and statements from key players and stakeholders

While there is widespread appreciation for the proposal of a common thematic framework for EU aid, some observe that it is hard to object to the themes as they include almost everything. They also look more like a common European platform than a specific list of priorities for EC intervention. Others observe that the six themes are very broad and non-operational and there is little merit in moving from priority areas to themes. In their opinion, clear priorities linked to the MDGs would be preferable. As such they could be a poor guide to prioritisation, although selectivity can be applied at the country level while respecting local priorities.

Issues Paper – Summary

The EU has developed its own distinctive approach to certain themes. Member States and the Commission can unite behind an approach based on the following themes:

- Theme 1. Development of human resources and citizens’ rights (human rights, health care, population, AIDS, education, training, culture and gender).
- Theme 2. Governance for development and security (support for good governance, strengthening of civil society, conflict prevention, linking relief and development)
- Theme 3. The environment and sustainable management of natural resources.
- Theme 4. Economic growth (trade, private sector, economic cooperation, employment, energy, ICT, transport)
- Theme 5. Land use planning (rural and urban development programmes and local development).
- Theme 6. Combating inequality and promoting social cohesion (social progress and protection, employment, redistribution, social dialogue).

Objectives and themes are not totally aligned (e.g., promoting well-order international labour migration is discussed among objectives but it is not included in the themes) and there is a very narrow and specific focus on environment as theme 3 and then an extremely wide range of issues under theme 4 on economic growth (trade, private sector, economic cooperation but also employment, energy, information communication technology, employment and transport). Others observe that themes 4 and 6 are closely linked and that growth and income distribution should not be dealt with separately. It is also suggested that land planning is a bad label for theme 5.

Several possible areas of comparative advantage for Commission-managed aid are mentioned: social sectors, budget support, infrastructure, regional integration, trade capacity, conflict prevention, assistance to fragile states and humanitarian assistance. For other contributors, prioritisation concerns more the instruments and modalities of aid rather than the themes. In this context budgetary support is recognised as one of the aid modalities for which the Commission has a certain comparative advantage.

Several priorities are put forward by different organisations although many are already included in the themes. The following is a list of 28 issues that are mentioned by different contributions, grouped by theme.

| | |
|---|---|
| <p style="text-align: center;">Theme 1</p> <ul style="list-style-type: none"> • Protection of vulnerable groups (particularly children and elders, indigenous peoples and ethnic minorities, people with handicap) • HIV/AIDS • Human rights • Gender • Access to sexual and reproductive health • Right to basic health services • Epidemics (malaria, HIV, TBC) • Tobacco control • Culture | <p style="text-align: center;">Theme 4</p> <ul style="list-style-type: none"> • Technology transfer • Research • Information and communication technologies¹⁹ • Trade capacity • Role of private sector in growth • Development of small & medium enterprises • Support for social enterprises • Infrastructure • Regional integration |
| <p style="text-align: center;">Theme 2</p> <ul style="list-style-type: none"> • Good governance • Good public financial management • Fight against corruption • Conflict prevention / fragile states • Need for good financial management • Prevention of natural disasters | <p style="text-align: center;">Theme 5</p> <p style="text-align: center;">None</p> |
| <p style="text-align: center;">Theme 3</p> <ul style="list-style-type: none"> • Environment and sustainable management of natural resources • Biodiversity • Climate change | <p style="text-align: center;">Theme 6</p> <ul style="list-style-type: none"> • Social inclusion |

c. Emerging Consensus

- Widespread appreciation for the proposal of a common thematic framework for EU aid
- Proposed themes may be too broad

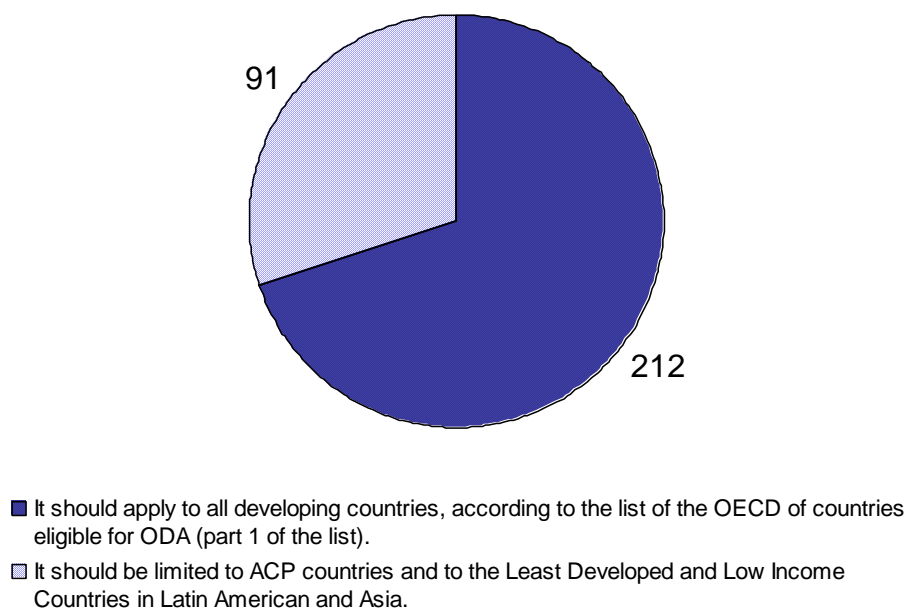
¹⁹ ICTs should be closely integrated into main development objectives in priority areas such as education, health and public administration, and crisis management and disaster prevention. Deploying ICT infrastructure is a necessary precondition and can in most cases be financed by private-sector investors, provided that a legal and regulatory environment that is conducive to investment is established. Complementary public resources can be required, e.g. to finance measures relating to universal access.

Issue 10 – Differentiation

a. Online Questionnaire

Most respondents (60%) believe that the EU development policy should apply to all developing countries (included in Part I of the DAC list). Most respondents (56%) also believe in the need to focus resources on a few key strategic issues in each partner country.

Figure 13 - What should be the geographical scope for EU development policy?



b. Meetings with and statements from key players and stakeholders

There is a clear split between those who wish to give priority to the poorest countries and those who believe that poverty should be reduced everywhere. Some question the assertion that a large share of world's poor live in middle income countries, while others state that there are "large pockets of poor in many of these regions." Instruments should be different with a loan/grant mix and technical assistance in middle income countries.

There is widespread agreement that the new DPS should apply to all developing countries, including those covered by the Neighbourhood Policy.

Several contributions call for the elimination of the distinction between ACP and non-ACP countries. "Is the ACP concept still relevant or logical?", one of them asks.

Some argue that differentiation should also take the human rights track record into account in addition to the partner country's poverty levels, size and government capacity.

Issues Paper – Summary

1. Need for a differentiated approach because of: (a) range of policy considerations addressed by the EU external action; (b) different situations in different parts of the world; and (c) different nature of third countries' relations with the EC.
2. Some countries are in pre-accession mode, others are covered by the Neighbourhood Policy
3. Support to middle income countries remains equally important to attain the MDGs (there are pockets of poverty in MICs too).
4. Priorities should be defined in the country strategy papers.

c. Emerging Consensus

- It should be made very clear that the new EU development policy statement will apply to all developing countries

Issue 11 – Transition situations – Linking relief and development aid

a. Online Questionnaire

Two thirds of respondent agree with the proposed approach linking relief and development aid.

b. Meetings with and statements from key players and stakeholders

The EC should keep on seeking a continuum between relief and development. In almost every Member State and the Commission itself, however, humanitarian aid and development are dealt with in different departments, following different procedures and relying upon different budget sources. There is a need for more integration that is even more intense than the need for better coordination. Fears are expressed that creating a closer link between humanitarian aid and development cooperation may mean making the former somewhat conditional.

On disaster prevention, there is a clear need to include risk reduction addressing the underlying sources of vulnerability and setting up early warning systems. A balance between disaster prevention, risk reduction and disaster response should be considered as important parts of development policies at national and international levels. The reality of development programmes in developing countries and LDCs shows that these countries, due to weak economies and the growing impact of disasters have not been and will not be able to allocate enough

resources and investment to achieve complete disaster prevention and risk reduction. Therefore, within the development policy a concept of "balance between prevention, risk reduction and response" is essential, so that the preparedness and response capacity can be achieved both at national and international levels.

EC rules often make the Commission ill-equipped to deal with crisis situations. First of all, these procedures assume that a fully functioning national authority exists which is not the case in most conflict and post conflict situations. Second, it can be damagingly slow: it was reported that in the case of a disaster in a small country, the first EC post emergency money was received over 12 months after the hurricane had struck.

c. Emerging Consensus

- Relief and development must be linked but no agreement on how this should be done

Issues Paper – Summary

1. Making the transition from humanitarian and emergency aid to rehabilitation and development cooperation is more complex than simply handing over programmes
2. How should this transition be managed in political and financial terms?
3. Disaster prevention should form part of cooperation strategies in countries that are frequently hit by disasters.
4. More analysis to spot potential crises before they happen.
5. Better coordination.

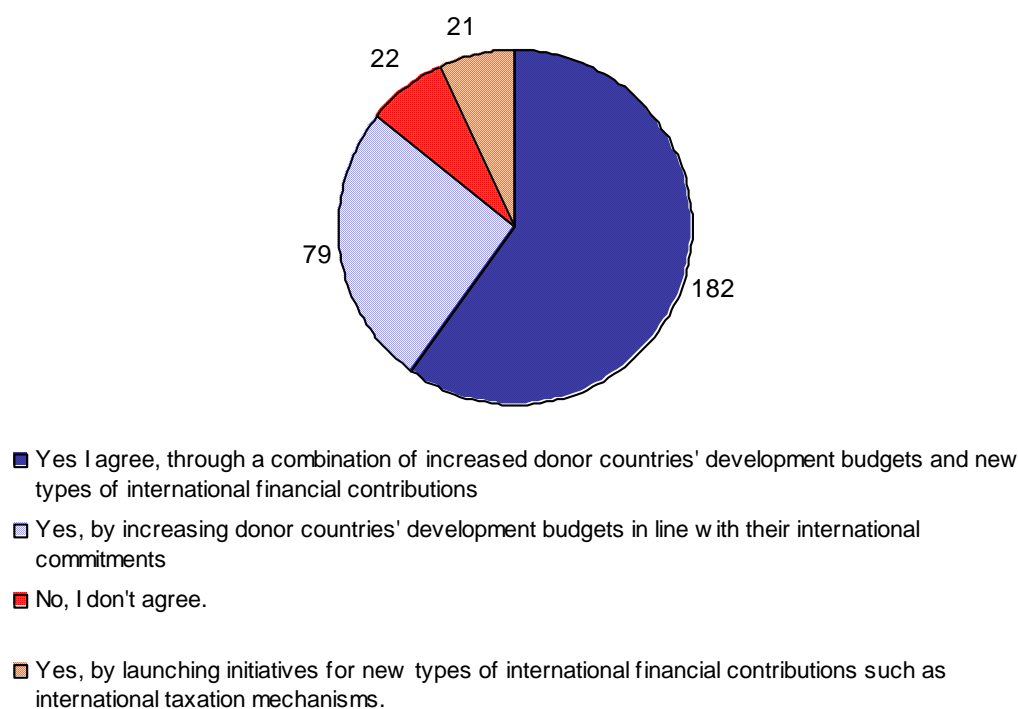
4.4. The “How” Questions – Funding Development Aid

Issue 12 – Allocation of financial resources

a. Online Questionnaire

Over 94% of respondents agree on the need to increase EU funding for development through a combination of increases in donor budgets and new types of international financial contributions. Respondents are less unanimous on the criteria to be used in the allocation of resources among partner countries. Poverty should be used as a criterion according to two thirds of respondents, although they disagree on what subset of partner countries this criterion should be applied to and a significant proportion (35%) favours the allocation of resources on a case-by-case basis rather than through the use of pre-set criteria.

Figure 14 -Do you agree that the EU needs to respond to the needs of the developing countries and increase funding?



b. Meetings with and statements from key players and stakeholders

There is general agreement on the fact that EU aid should be increased together with human resources. The new DPS could solemnly reaffirm the EU commitment to

the Monterrey targets. Most comments agree on the need to increase funding for development from the EU as a whole. Some refer to the Barcelona targets, others to the UN target of 0.7% of GNI. Many contributions also point at the need for a credible definition of official development assistance.

Issues Paper – Summary

1. There is a consensus that, if the MDGs are to be achieved, there has to be a big increase in funding through increased donor budgets and/or new initiatives.
2. The EC instrument for development cooperation and economic cooperation (Financial Perspectives 2007-2013) should use criteria based on countries' and regions' needs and performance.
3. Need to clarify the approach for difficult partnerships.
4. The level of poverty should be one of the criteria for allocating resources.
5. The mechanisms for allocating resources must be linked to stronger programming.
6. Aid for middle income countries should be reviewed to make sure that it takes into account the objective of reducing poverty.

Several contributions ask to earmark resources for selected priorities: specific budgets are requested for issues like the environment, food safety and plant health, governance, gender equality, human development and social protection.

It is also suggested that the new DPS should try to strike a balance between performance and needs in allocating aid. The allocation criteria used for ACP countries should be extended to other regions.

The emphasis in the allocation of resources should be on low income countries as in the 2000 DPS. Given that the gap in achieving the MDGs is particularly wide in Africa, it is suggested that the EU should commit a larger proportion (over 50%) of its financial resources to the region.

c. Emerging Consensus

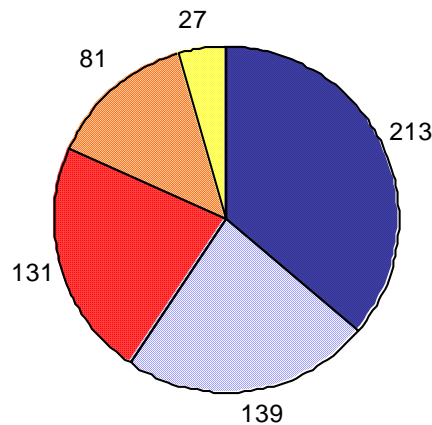
- EU aid should be increased through a combination of increased donor budgets and new initiatives
- Poverty should remain one of the criteria for the allocation of EU aid

Issue 13 – Global initiatives

a. Online Questionnaire

According to most respondents (62%), global initiatives should be evaluated on the basis of how well they integrate in national strategies and procedures. Most respondents favour the introduction of objective criteria for EU participation in global funds (55%) and the eventual integration of these funds into country and regional programmes (60%).

Figure 15 - The value-added of global initiatives must be assessed in terms of:



- how well they integrate in national development strategies and procedures
- how flexibly they enable aid to be redeployed towards new objectives
- how much additional aid they bring to the table
- how quickly disbursements can be made
- other

b. Meetings with and statements from key players and stakeholders

Several contributions criticize global funds because:

- they follow a top-down approach that does not respect the principles of partnership, ownership and participation of civil society;
- they impose parallel planning, management, administrative and monitoring mechanisms in beneficiary countries;
- they may undermine the sustainability of national plans and systems and cause wastage of resources, and their own sustainability is questionable at best; and
- they increase the risk of policy proliferation.

c. Emerging Consensus

- The EU should ensure that global initiatives are sustainable (i.e., linked to national strategies – in particular the PRSP; coordinated with other donors on the ground; well integrated with national structures)

Issue 14 – Aid modalities

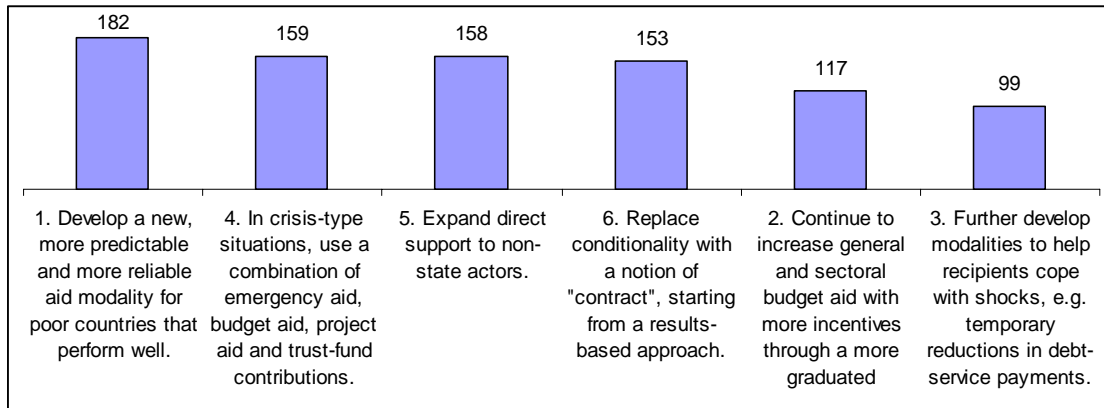
a. Online Questionnaire

Respondents do not show clear preferences on aid modalities (most are supported by about 45% of respondents) with two negative exceptions: budget aid (supported by only a third of respondents) and instruments to cope with economic shocks (supported by only 29% of respondents). Not surprisingly, respondents working for NGOs favour expanded direct support to non-state actors (50%).

Issues Paper – Summary

1. Global initiative and global funds are powerful instrument for launching new policies.
2. They attract attention and win over the public more easily than conventional aid institutions.
3. They may distort the process of ownership.
4. Global funds make it easier for donors to take on board new global themes.
5. Their value added must be assessed in terms of how much additional aid they bring to the table.
6. The EU must lay down criteria for the Community’s participation in global funds.
7. Need for exit strategy (mechanisms to bring these activities back into ordinary CSPs/RSPs after a few years).

Figure 16 - Which of these approaches should the new EU development policy prioritise?



b. Meetings with and statements from key players and stakeholders

There is a general agreement on the need to make aid flows more predictable, as they are currently four times more volatile than domestic sources. There is also a suggestion that debt relief should be linked to good governance, human rights, democracy, the rule of law and economic freedom.

A number of replies criticise the lack of discussion of the budgetisation of the EDF. Doubts are also expressed about the merits of twinning seen as too simplistic an approach to institution building and found ineffective by several EC evaluations.

Finally, the choice of instruments is very much dependent on the specific country context. In any future statement, it is observed, any section on funding of development aid will need to be closely aligned with the policy and strategy sections. It is important in any future statement to develop this essential issue – for some states support to non state actors through grants may be the best aid modality; in other “well governed” states budget support may be more appropriate. The Commission also needs to bring

Issues Paper – Summary

1. The Community has a wide range of modalities for implementing development aid:
 - Budget support
 - Debt reduction
 - Sectoral aid
 - Project aid
 - Funds managed by the EIB
 - Micro projects
 - Twinning
2. Should the EC develop a more predictable, reliable aid modality?
3. Should it replace conditionalities with the notion of contract?
4. Continue to use modalities to help recipients absorb shocks.
5. Discuss a more appropriate role for the EIB
6. Explore new approaches for crisis and post crisis situations.
7. Maintain the option of giving support to NSAs.

out more clearly the need to focus on

“outcomes” in its work.

There is also widespread agreement on the importance of budget support and the need to increase its use in countries with adequate financial management capabilities. Many respondents emphasized, however, that budget support conditions should be the product of dialogue and emerge from in-country planning processes.

There is finally agreement that the synergies between the European Investment Bank and EC aid should be strengthened. In practical terms, it is suggested that the EC could support the EIB through TA funds and risk capital.

c. Emerging Consensus

- There is a need to make aid flows more predictable
- Synergies with EIB should be increased

Annex 1: Summary Report on the Online Survey

CONSULTATION ON THE FUTURE OF EU DEVELOPMENT POLICY

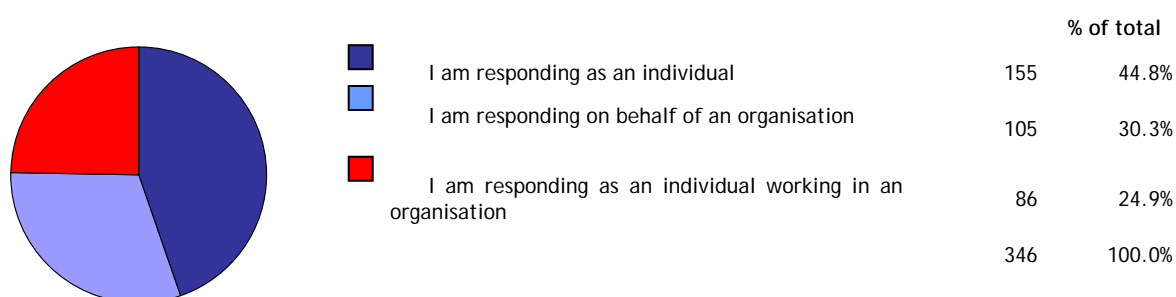
Date open : 18/01/2005

End date : 19/03/2005

346 responses

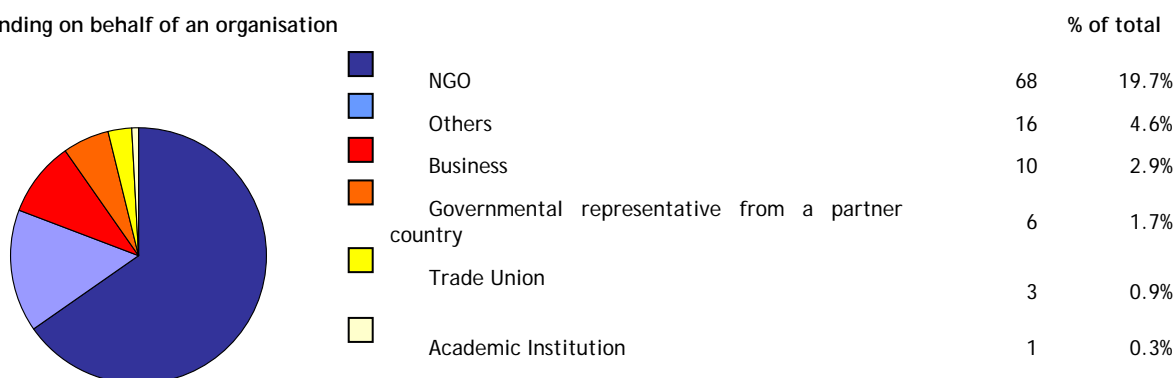
SECTION 1: Personal Data

Are you replying on behalf of an organization, company, institution or as an individual?



Type of organisation

Responding on behalf of an organisation



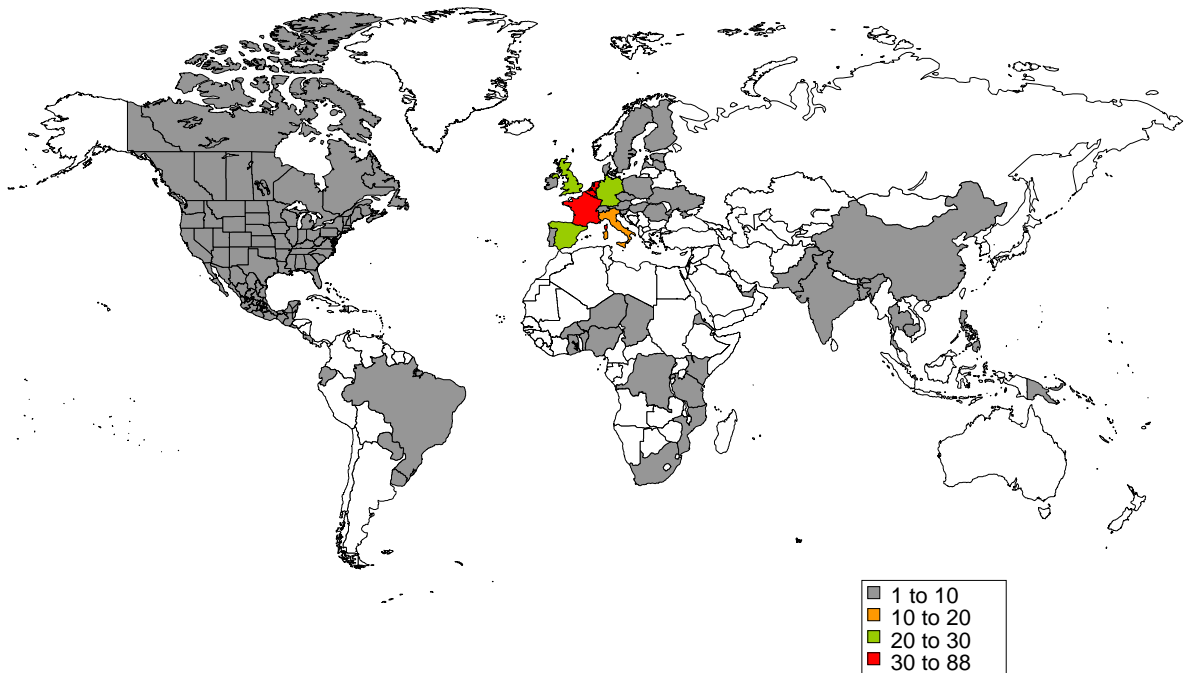
Individuals working in organisations



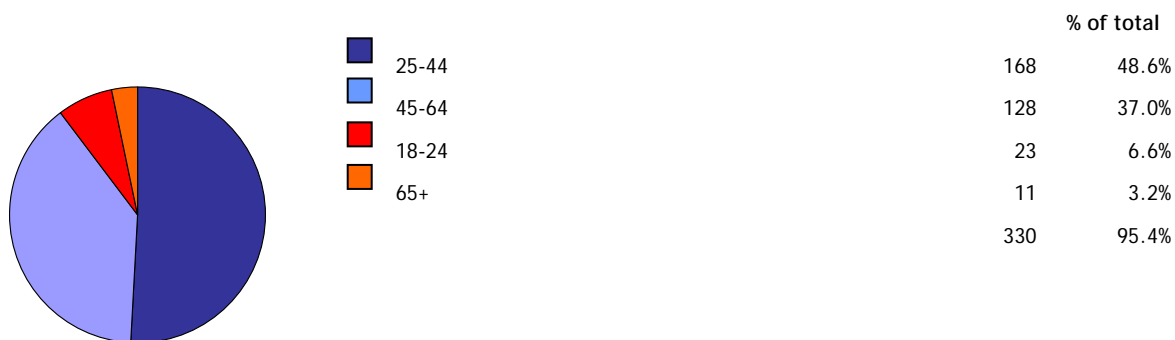
Country

| | | % of total |
|----------------------------------|----|------------|
| Belgium | 86 | 24.9% |
| France | 31 | 9.0% |
| Netherlands | 30 | 8.7% |
| Germany | 23 | 6.6% |
| United Kingdom | 23 | 6.6% |
| Spain | 21 | 6.1% |
| Italy | 14 | 4.0% |
| Finland | 9 | 2.6% |
| Bangladesh | 8 | 2.3% |
| Luxembourg | 7 | 2.0% |
| Ireland | 5 | 1.4% |
| Kenya | 5 | 1.4% |
| Burkina Faso | 4 | 1.2% |
| Denmark | 4 | 1.2% |
| Paraguay | 4 | 1.2% |
| Poland | 4 | 1.2% |
| Portugal | 4 | 1.2% |
| Cambodia | 3 | 0.9% |
| Czech Republic | 3 | 0.9% |
| Pakistan | 3 | 0.9% |
| South Africa | 3 | 0.9% |
| Switzerland | 3 | 0.9% |
| Austria | 2 | 0.6% |
| Bhutan | 2 | 0.6% |
| Brazil | 2 | 0.6% |
| Canada | 2 | 0.6% |
| Hungary | 2 | 0.6% |
| India | 2 | 0.6% |
| Niger | 2 | 0.6% |
| Romania | 2 | 0.6% |
| Slovenia | 2 | 0.6% |
| Sweden | 2 | 0.6% |
| Tanzania | 2 | 0.6% |
| Belize | 1 | 0.3% |
| Benin | 1 | 0.3% |
| Chad | 1 | 0.3% |
| China | 1 | 0.3% |
| Costa Rica | 1 | 0.3% |
| Democratic Republic of the Congo | 1 | 0.3% |
| Ecuador | 1 | 0.3% |
| El Salvador | 1 | 0.3% |

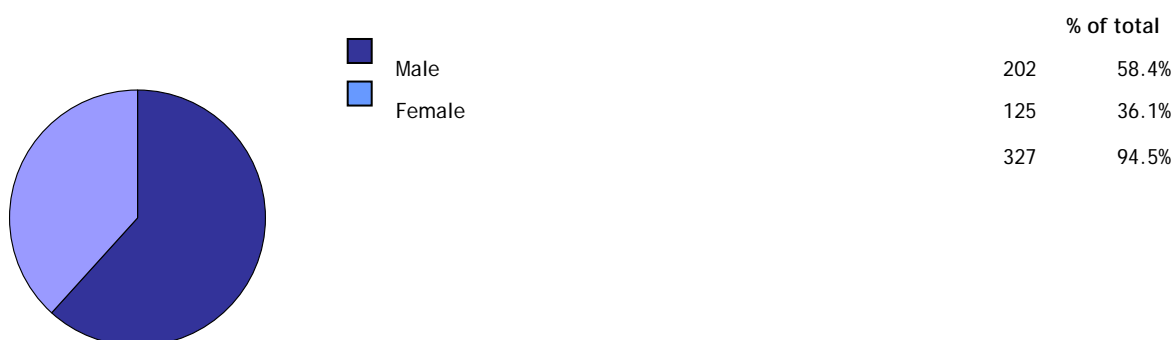
| | | |
|----------------------|-----|--------|
| Eritrea | 1 | 0.3% |
| Estonia | 1 | 0.3% |
| Ghana | 1 | 0.3% |
| Guatemala | 1 | 0.3% |
| Haiti | 1 | 0.3% |
| Latvia | 1 | 0.3% |
| Malta | 1 | 0.3% |
| Mexico | 1 | 0.3% |
| Mozambique | 1 | 0.3% |
| Nigeria | 1 | 0.3% |
| Papua New Guinea | 1 | 0.3% |
| Philippines | 1 | 0.3% |
| Rwanda | 1 | 0.3% |
| Thailand | 1 | 0.3% |
| Trinidad and Tobago | 1 | 0.3% |
| Ukraine | 1 | 0.3% |
| United Arab Emirates | 1 | 0.3% |
| United States | 1 | 0.3% |
| Uruguay | 1 | 0.3% |
| | 346 | 100.0% |



Age group



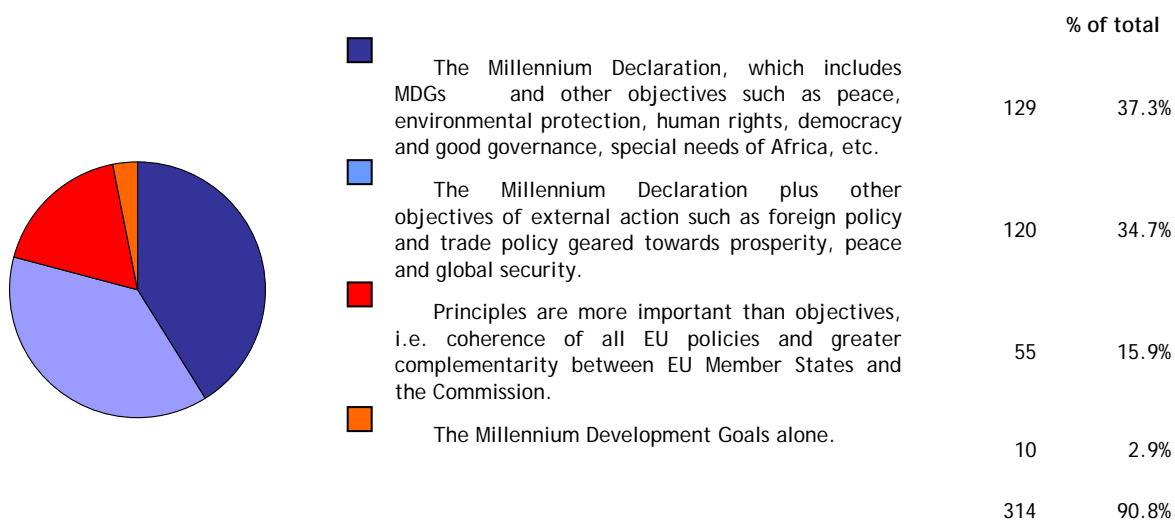
Gender



SECTION 2: Development in EU action

Issue 1. The objectives of EU development policy

What should be the objectives of a new EU development policy?



Issue 2. Development and Security

In your view, what is the main reason to take security into account in EU development policy?

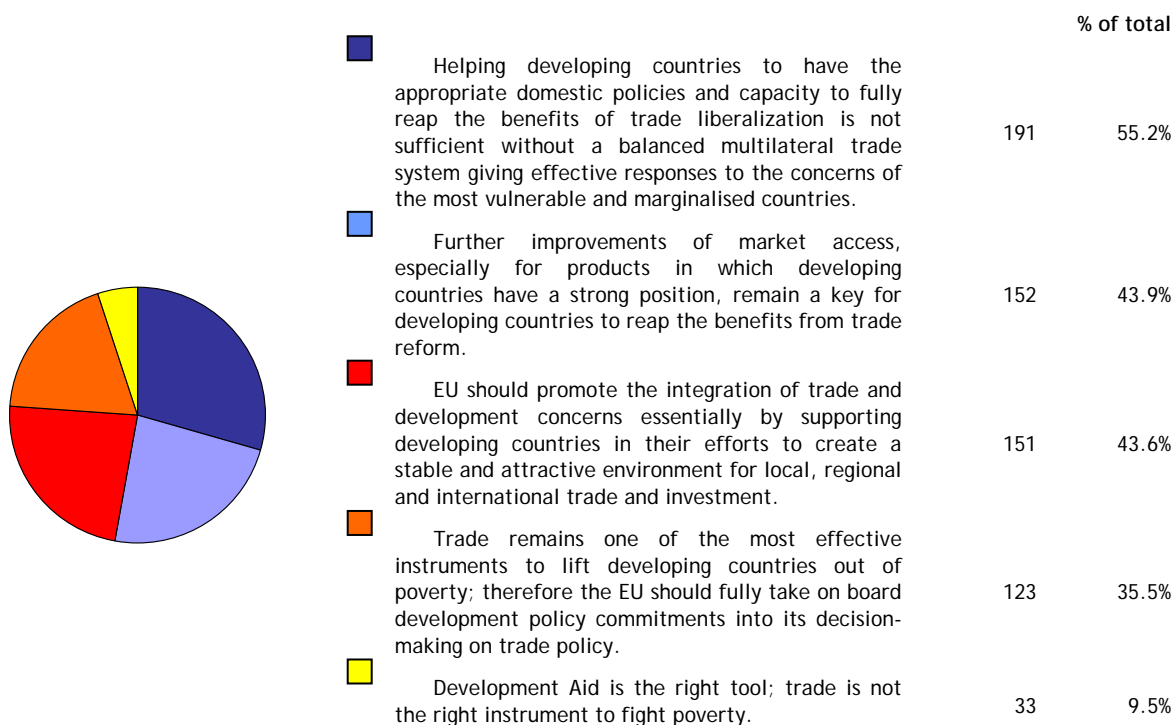


Security and development are complementary agendas; there can be no sustainable development without peace and security and development is an essential condition for security. How should the development instruments be implemented to take this relationship into account?

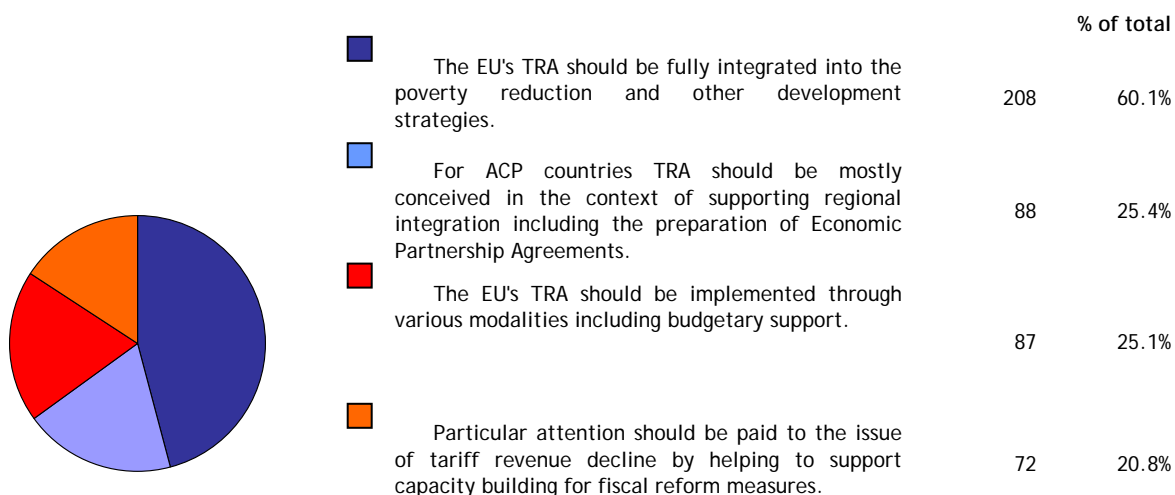


Issue 3. Integrating trade and development

The EU has to adopt an appropriate trade policy to help developing countries to reap benefits of trade liberalization contributing to poverty eradication. With which statements and considerations do you agree the most? (more than one answer possible)

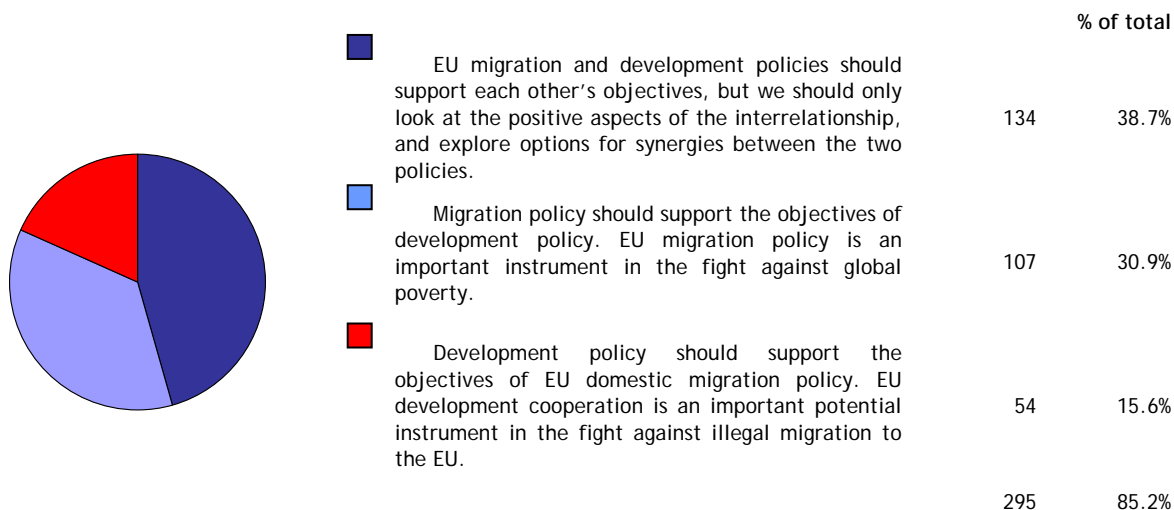


What should be the approach and priorities for the EU's Trade Related Assistance (TRA) in order to achieve sustainability and maximum impact in terms of development objectives? (more than one answer possible)

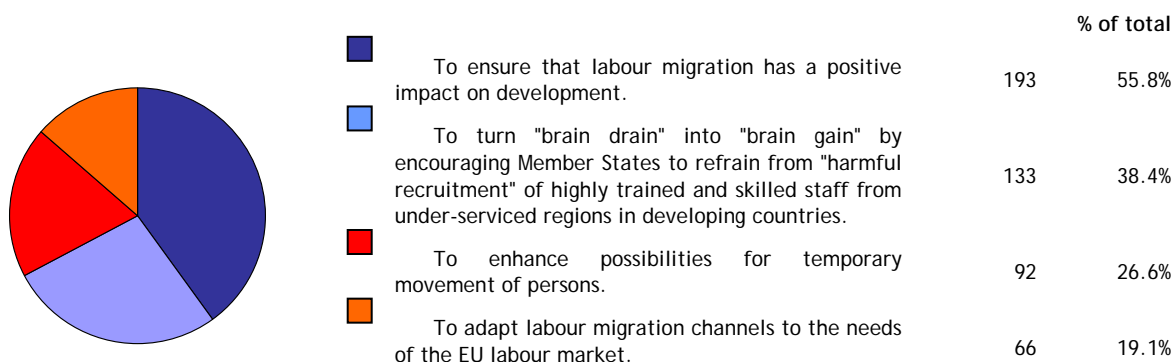


Issue 4. Migration and Development

EU development policy shall be coherent with the external dimension of EU migration policy. What would this mean in practice?

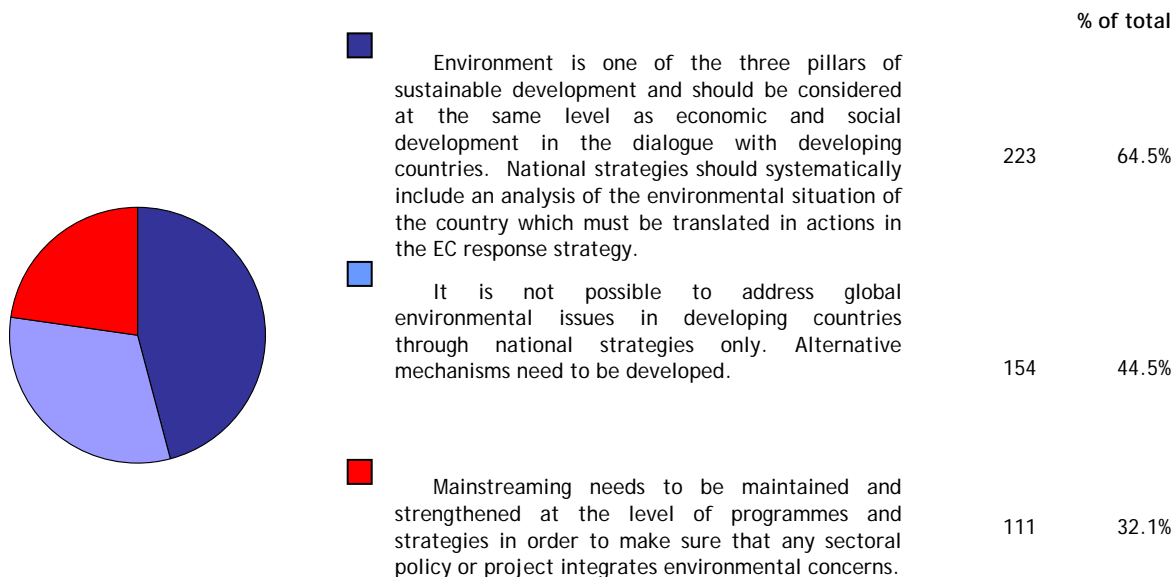


In the framework of a global economy, the EU should promote well-ordered international labour migration. What should be the objective of this effort? (more than one answer possible)



Issue 5. Environment and development

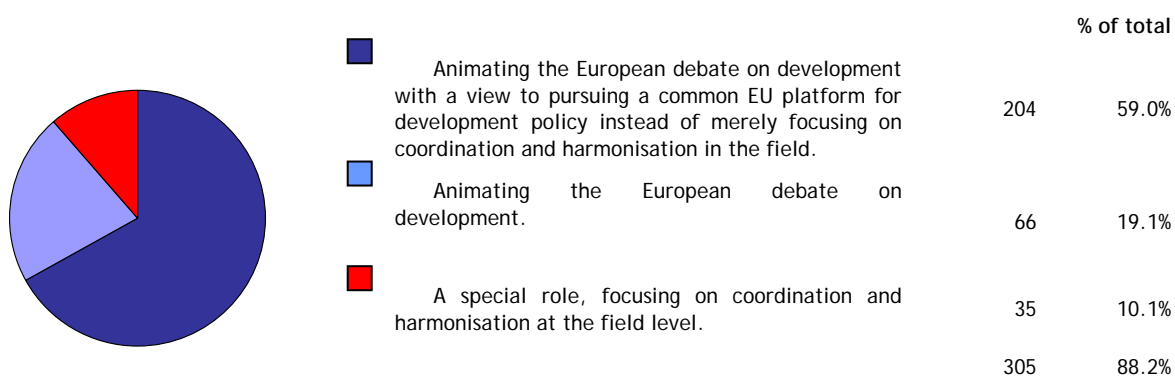
What lessons can be drawn from the mainstreaming approach taken for environment? (more than one answer possible)



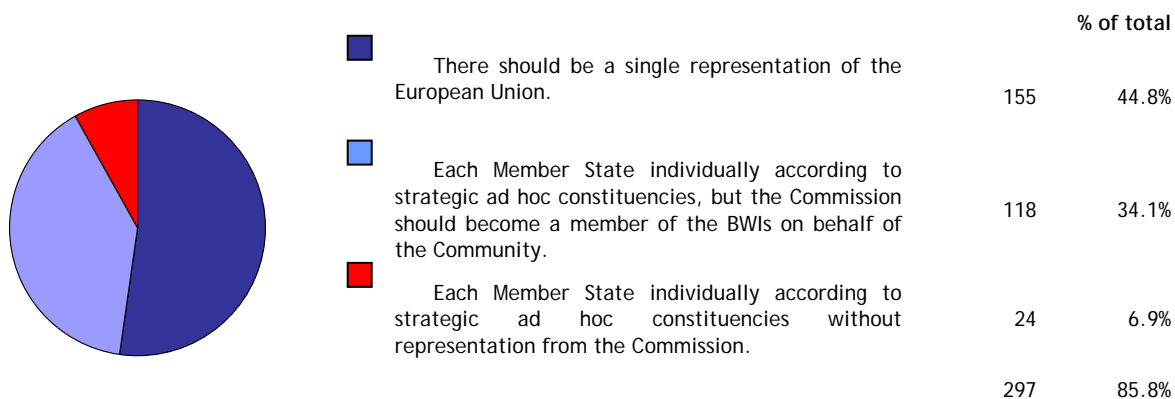
SECTION 3: Development Actors

Issue 6. An EU policy or a 25+1 policy?

What should be the role of the Commission in overall EU development policy?

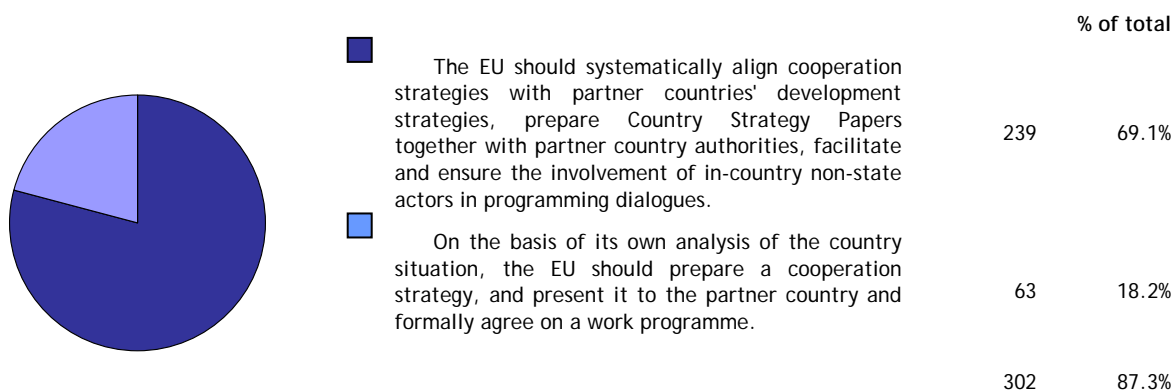


How would the EU be best represented in the WB/IMF?

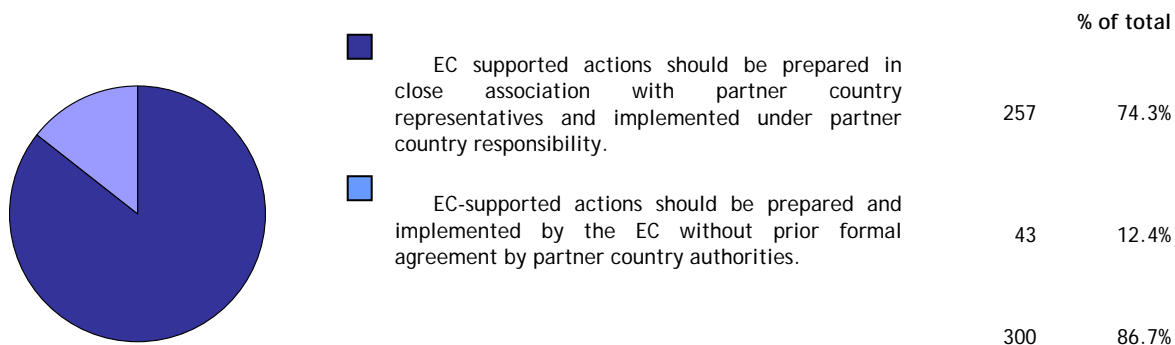


Issue 7. Partners: reinforced ownership and broader participation

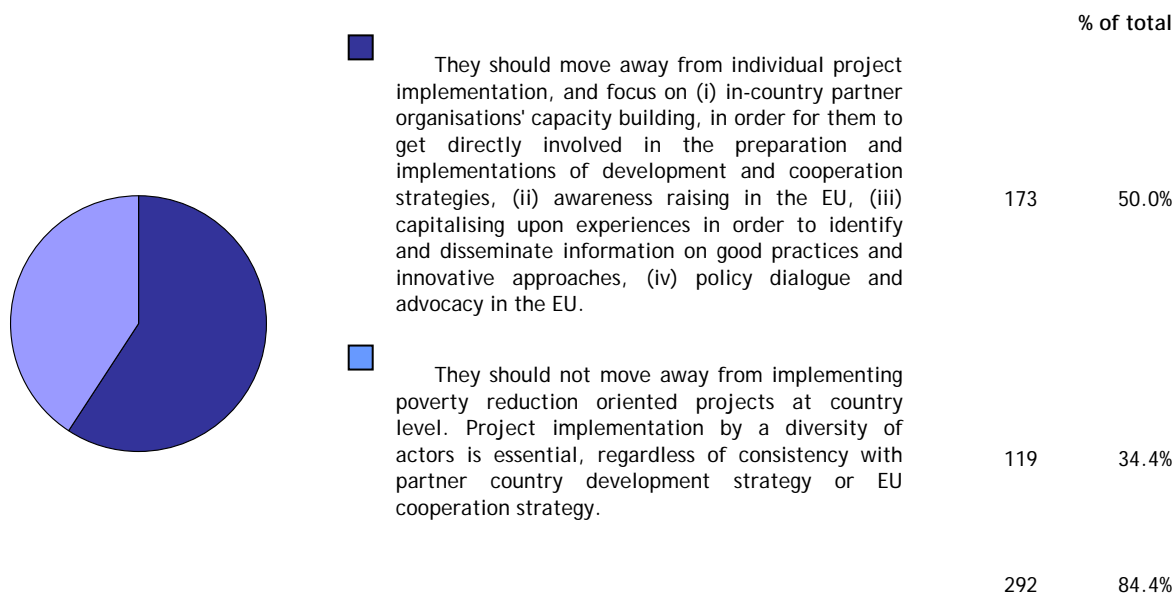
How can the EU ensure that the principle of ownership of development strategies is put into practice in a balanced and consistent way in all geographical programmes?



And what about preparation and implementation of cooperation programmes?



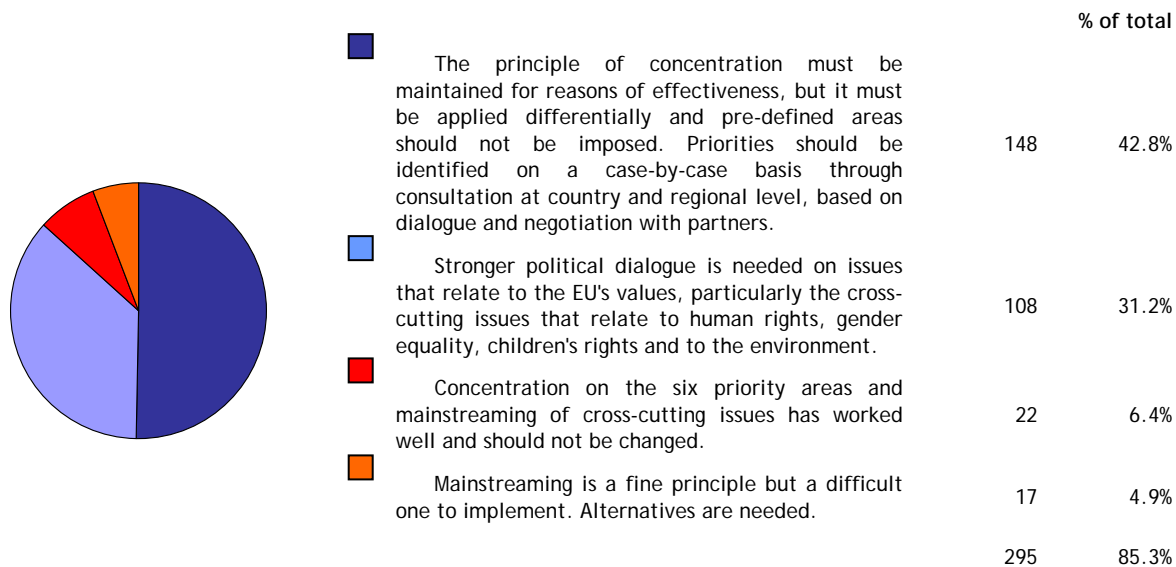
How can non-state actors from the EU and public institutions (municipalities, regions) from Member States other than central governments better contribute to development?



SECTION 4: Concentration and Differentiation

Issue 8. Priority sectors and cross-cutting themes

What lessons can be drawn from the implementation of the principle of concentration?



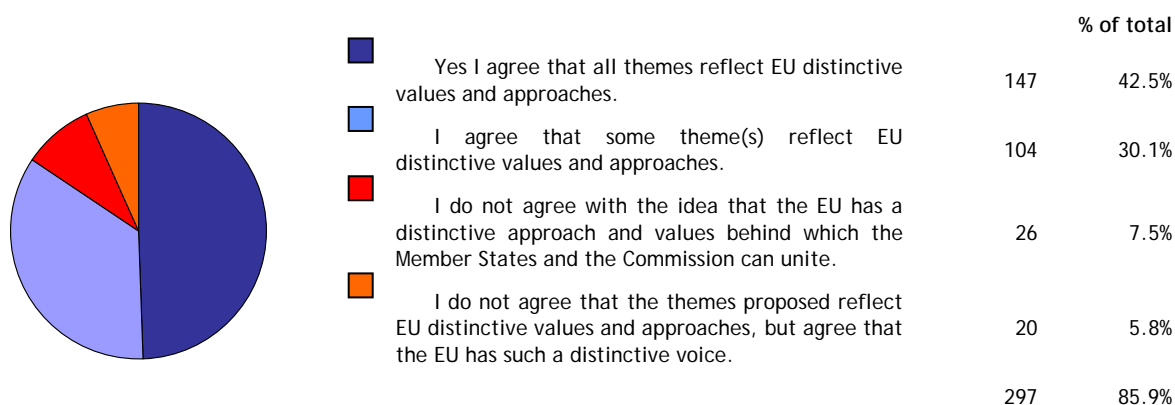
Issue 9. A common thematic framework for the European Union and Member States development policies

The EU has developed its own distinctive political approach to certain themes. These themes are:

- **Theme 1.** Development of human resources and citizens' rights (including human rights, health care, population, AIDS, education, training, culture and gender).
- **Theme 2.** Governance for development and security (covering support for good governance, strengthening of civil society, conflict prevention, linking relief and development).
- **Theme 3.** The environment and sustainable management of natural resources (including forest and water).
- **Theme 4.** Economic growth, a factor for sustainable development (including support for trade development, private sector and economic cooperation, employment, energy, Information & Communications Technologies, access to transport).
- **Theme 5.** Land use planning (including rural and urban development programmes and local development).
- **Theme 6.** Combating inequality and promoting social cohesion (including social progress and protection, employment, redistribution, social dialogue).

The Member States and the Commission can unite behind this distinctive approach which is underpinned by the values and principles upon which the European Union is built. Furthermore, the EU has concluded many agreements with third countries that enable it to build up cooperation in a variety of areas. There are synergies to be exploited between these areas.

Do you agree that the EU has its own distinctive values and approaches in the above-mentioned themes?

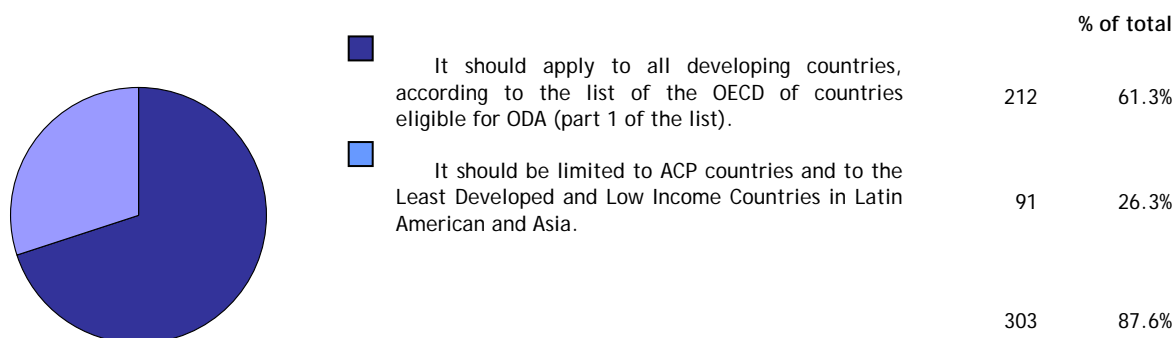


Which ones?

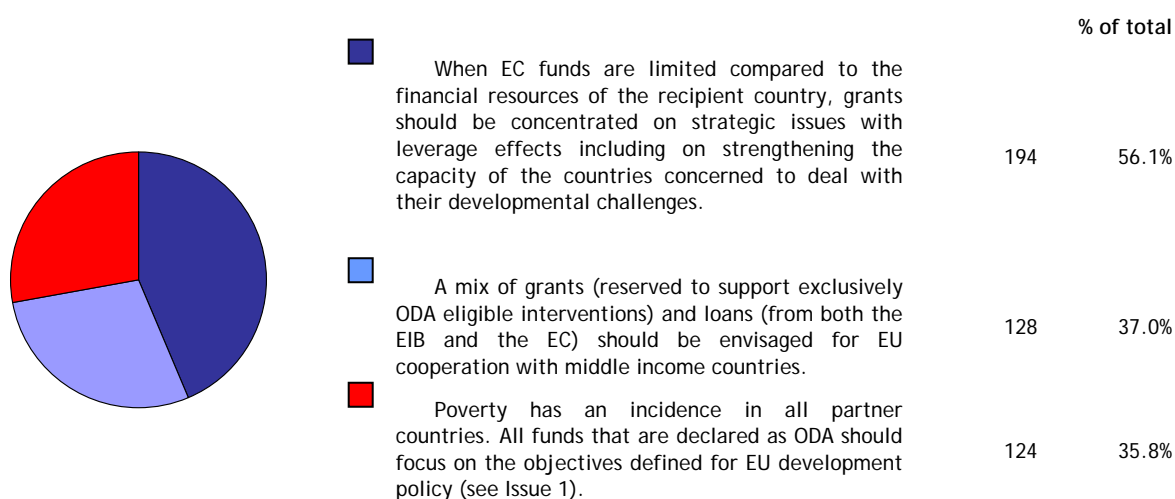
| Theme | Count | % of total |
|--------------|------------|--------------|
| Theme 1 | 68 | 19.7% |
| Theme 2 | 59 | 17.1% |
| Theme 6 | 57 | 16.5% |
| Theme 3 | 48 | 13.9% |
| Theme 4 | 39 | 11.3% |
| Theme 5 | 25 | 7.2% |
| Total | 296 | 85.7% |

Issue 10. Differentiation

What should be the geographical scope for EU development policy?



Which criteria should be followed to define the specific role that development policy and its instruments play in each of these situations? (more than one answer possible)



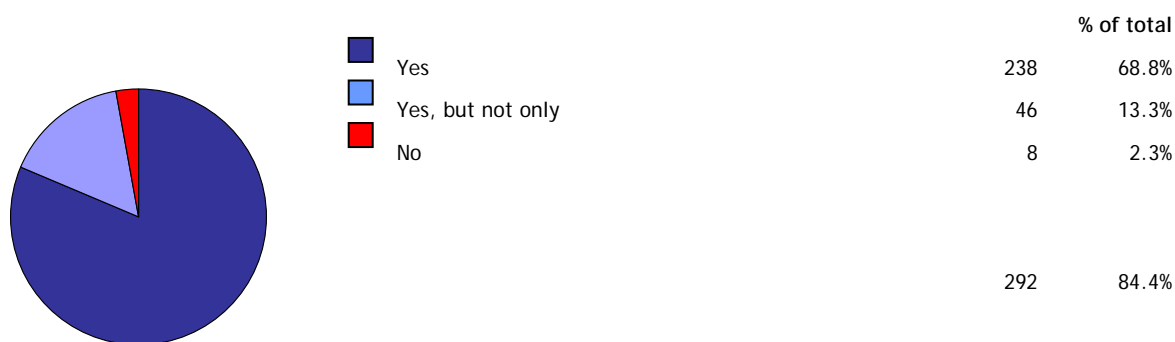
Issue 11. Transition situations - Linking relief and development aid

Management of crisis and post-crisis situations is an increasingly important and, in some cases, vital issue in a growing number of countries. Making the transition from humanitarian and emergency aid to rehabilitation and development cooperation is far more complex than simply handing over of programmes between stakeholders. How to manage this transition in political and financial terms is one of the most important questions for the purpose of coherence of EU's external action, bearing in mind all the instruments to be used.

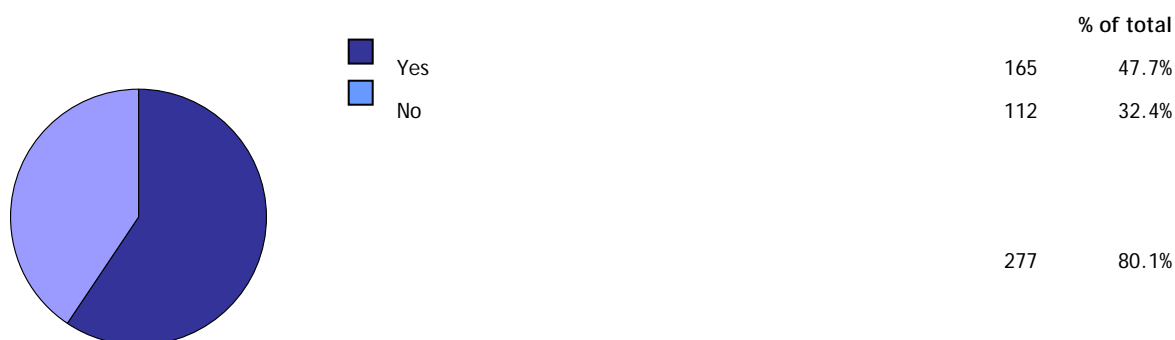
The priority approaches consist of:

- 1) A transition response strategy, consisting of measures contributing to the establishment or restoration of essential conditions necessary to put in place long-term development co-operation.
- 2) Systematic co-ordination and complementarity of international activities at the various levels (multilateral, regional, non-state-actors) in order to strengthen synergies and to allow clearer definition of phase-in and phase-out measures.
- 3) Involvement of partner country institutions at the earliest possible stage so that they can lead the reconstruction process.
- 4) Focus on institutional capacity building at the strategic level, in addition to interventions directly linked to humanitarian needs and infrastructures.
- 5) Security and development should go hand in hand both in political and financing terms.

Do you agree?



There is no need to make the transition situation an issue. It can only be made on a case-by-case basis; no general principles can be applied. Humanitarian aid should focus on short-term relief actions and development co-operation programmes are to be implemented after the phasing out of humanitarian aid. Do you agree?



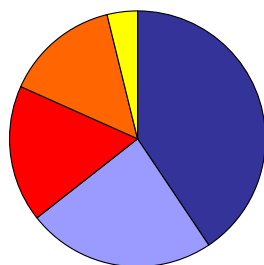
SECTION 5: Funding development aid

Issue 12. Allocation of financial resources

Do you agree that the EU needs to respond to the needs of the developing countries and increase funding?



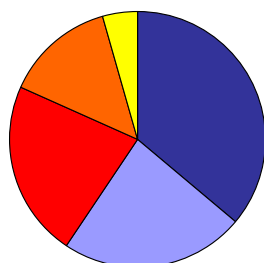
In setting criteria for the allocation of resources, what should be the relative weight of poverty?



| | | % of total |
|---|---|------------|
| ■ | Resource allocation should be decided on a case-by-case basis and not through a set of predefined criteria that may prove inflexible and not responsive to changing needs and political considerations. | 121 35.0% |
| ■ | It should be the most important criterion for all countries to be covered by the new instrument for development cooperation and economic cooperation. | 72 20.8% |
| ■ | It should be the most important criterion for Low Income Countries and one amongst the criteria for Middle Income Countries. | 51 14.7% |
| ■ | It should be the most important criterion for all countries whose progress in achieving the Millennium Development Goals is delayed, no matter what the financing instrument foreseen by the Community. | 43 12.4% |
| ■ | It should be the most important criterion for ACP countries but one amongst other criteria for Asian and Latin American countries. | 12 3.5% |
| | | 299 86.4% |

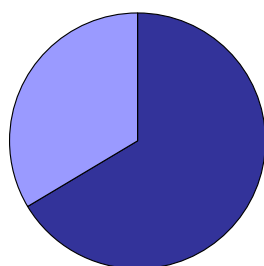
Issue 13. Global Initiatives

The value-added of global initiatives must be assessed in terms of (more than one answer possible):



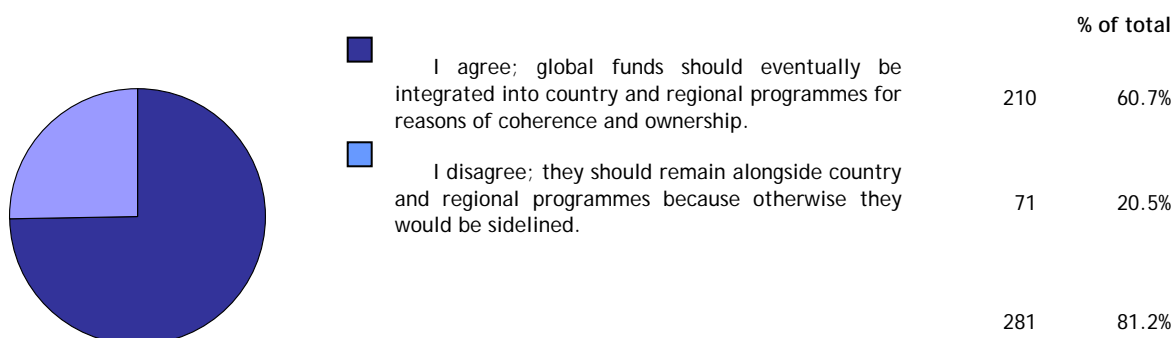
| | | % of total |
|---|---|------------|
| ■ | how well they integrate in national development strategies and procedures | 213 61.6% |
| ■ | how flexibly they enable aid to be redeployed towards new objectives | 139 40.2% |
| ■ | how much additional aid they bring to the table | 131 37.9% |
| ■ | how quickly disbursements can be made | 81 23.4% |
| ■ | other | 27 7.8% |

Objective criteria should be laid down for the European Community's participation in and contribution to global funds and initiatives:



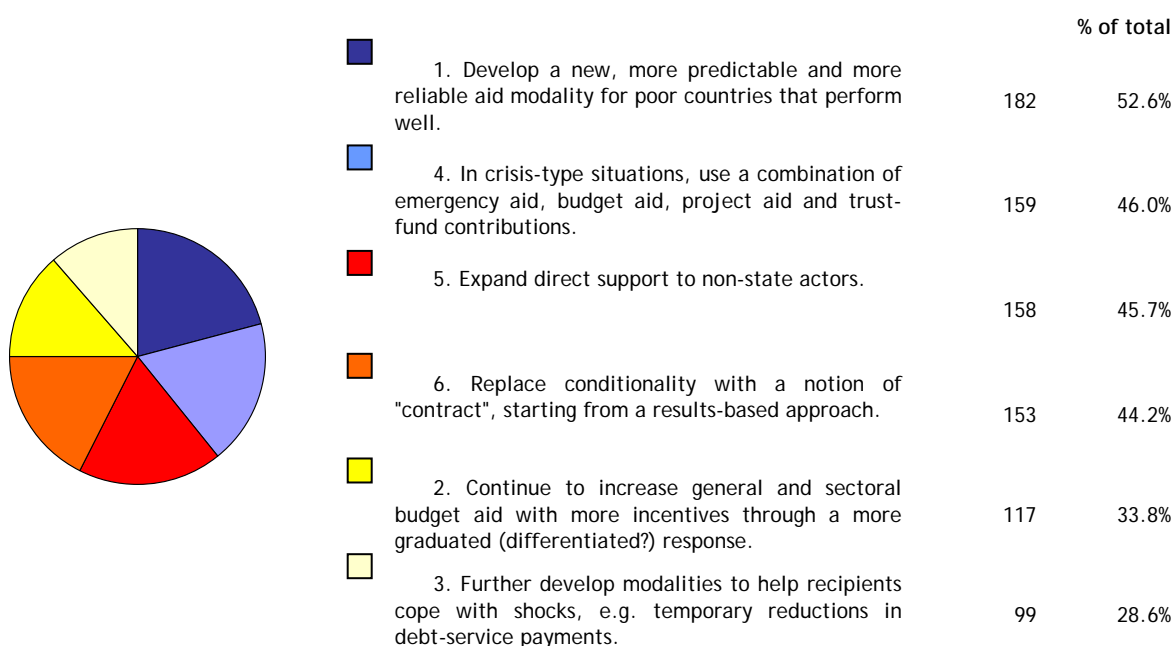
| | | % of total |
|---|--|------------|
| ■ | I agree; this would help make the process of decision making more transparent and efficient. | 189 54.6% |
| ■ | I disagree; decisions should be made on a case-by-case basis according to needs and arising strategic opportunities. | 96 27.7% |
| | | 285 82.3% |

Mechanisms are needed whereby activities financed by global funds can be brought back into the fold of ordinary country or regional cooperation after a few years:



Issue 14. Aid Modalities

Which of these approaches should the new EU development policy prioritise? (more than one answer possible)



To which of the above should the highest priority be given? % of total

| | | |
|---|-----|-------|
| 1 | 81 | 23.4% |
| 6 | 64 | 18.5% |
| 5 | 59 | 17.1% |
| 2 | 48 | 13.9% |
| 4 | 18 | 5.2% |
| 3 | 16 | 4.6% |
| | 286 | 82.7% |

Annex 2: Questionnaire

CONSULTATION ON THE FUTURE OF EU DEVELOPMENT POLICY

This consultation is based on an Issues Paper that you can download also from the European Commission DG Development website. We advise you to read the Issues Paper before starting the survey on line. However we have also endeavoured to make the questions clear by having them preceded by a short description of the issue, so hopefully you should be able to answer even without reading the whole background document. In view of the broad scope of the issues touched in the paper we realise that you may be interested in some but not necessarily all the topics addressed. Therefore we have allowed for the possibility to provide partial answers to the questionnaire. Apart from the first section with compulsory answers, you can therefore choose to focus on selected issues and submit your questionnaire even if not fully filled in.

SECTION 1: Personal Data

**Are you replying on behalf of an organization, company, institution or as an individual?
(Compulsory)**

- I am responding as an individual
- I am responding as an individual working in an organisation
- I am responding on behalf of an organisation

Please specify the type of organisation.(Compulsory)

- NGO
- Trade Union
- Business
- Academic Institution
- Governmental representative from a partner country
- Others

Name of the organisation:(Compulsory)

Please specify the type of organisation:(Compulsory)

- NGO
- Trade Union
- Business
- Academic Institution
- Governmental representative from a partner country
- Others

Name of the organisation:(Compulsory)

Country where you/the organisation are/is established:(Compulsory)

Please provide your age group:

- 18-24
- 25-44
- 45-64
- 65+

Please indicate gender:

- Female
- Male

SECTION 2: Development in EU action

Issue 1. The objectives of EU development policy

Development policy is an integral part of the European Union's external action. Reducing and eventually eradicating poverty is the main objective of development cooperation in both the EC Treaty and the draft Constitutional Treaty. Development policy is on the same level as the common foreign and security policy and trade policy, and must be consistent with them. By the same token, the other policies must be coherent with development policy. EU partnership and cooperation agreements with developing countries (individually and as groups) also lay down specific objectives, including but not limited to development objectives.

What should be the objectives of a new EU development policy?

- The Millennium Development Goals alone.
- The Millennium Declaration, which includes MDGs and other objectives such as peace, environmental protection, human rights, democracy and good governance, special needs of Africa, etc.
- The above plus other objectives of external action such as foreign policy and trade policy geared towards prosperity, peace and global security.
- Principles are more important than objectives, i.e. coherence of all EU policies and greater complementarity between EU Member States and the Commission.

Issue 2. Development and Security

Security and development are complementary agendas; there can be no sustainable development without peace and security and development is an essential condition for security. Security is understood both as "State security" and "Human security". The European Security Strategy (ESS) argues for an integrated approach to conflict prevention and crisis management. None of the new threats are purely military, and each needs to be tackled by using a combination of civilian and military instruments. Sustainable development is the best structural solution to address root causes linked to poverty and governance failures, of potentially violent conflict and of the emergence of terrorism. Under the new financial perspectives, the Commission proposes to create a separate instrument for "stability" complementary to other new instruments (i.e. for pre-accession, neighbourhood and development and economic cooperation).

In your view, what is the main reason to take security into account in EU development policy?

- Development activity aimed at bringing benefits to the poorest sections of society and improving governance is an effective tool for addressing and treating the root causes of conflict and insecurity.
- Security and a peaceful environment are key elements for the viability of any poverty focused development strategy.

How should the development instruments be implemented to take the above-mentioned relationship into account?

- Through an integrated implementation of all the policies relevant to security and development.
- Through balancing short term responses to conflict/crisis with longer term development strategies without creating a hierarchy of policy areas, i.e., security is not more important than development and the reverse.

- Through comprehensive political/policy dialogue with partner countries addressing not only poverty reduction but also security and other areas of concern.
- Through increased focus on prevention of conflict/crisis and development of integrated approaches to prevention of state fragility.

Issue 3. Integrating trade and development

Trade is a powerful tool for fostering economic growth, necessary for achieving development and poverty reduction objectives in developing countries. Improving market access for developing countries to developed markets is one key element. Equally important is the need to ensure that developing countries have the appropriate domestic policies and capacity in place to fully reap the benefits of trade reform measures. In addition, it is necessary that increased economic growth is fairly distributed and reaches disadvantaged population groups. Through the Doha Development Agenda (DDA), development has for the first time been put at the heart of multilateral trade negotiations and this will influence EU decisions at the unilateral and bilateral level as well. EU is committed to step up its trade related assistance (TRA), which is designed to encourage a better participation of developing countries in the world trading system, including the rules- making process and to facilitate the adjustment by the local private sector and the government. Higher priority should be given to supporting developing countries in their efforts to establish transparent and predictable regulatory, legal and institutional frameworks as these are essential to creating a stable and attractive environment for local, regional and international trade and investment.

The EU has to adopt an appropriate trade policy to help developing countries to reap benefits of trade liberalization contributing to poverty eradication. With which statements and considerations do you agree the most? (you can choose more than one)

- Development Aid is the right tool; trade is not the right instrument to fight poverty.
- Trade remains one of the most effective instruments to lift developing countries out of poverty; therefore the EU should fully take on board development policy commitments into its decision-making on trade policy.
- Further improvements of market access, especially for products in which developing countries have a strong position, remain a key for developing countries to reap the benefits from trade reform.
- EU should promote the integration of trade and development concerns essentially by supporting developing countries in their efforts to create a stable and attractive environment for local, regional and international trade and investment.
- Helping developing countries to have the appropriate domestic policies and capacity to fully reap the benefits of trade liberalization is not sufficient without a balanced multilateral trade system giving effective responses to the concerns of the most vulnerable and marginalised countries.

What should be the approach and priorities for the EU's Trade Related Assistance (TRA) in order to achieve sustainability and maximum impact in terms of development objectives? (you can choose more than one)

- The EU's TRA should be fully integrated into the poverty reduction and other development strategies.
- The EU's TRA should be implemented through various modalities including budgetary support.
- For ACP countries TRA should be mostly conceived in the context of supporting regional integration including the preparation of Economic Partnership Agreements.
- Particular attention should be paid to the issue of tariff revenue decline by helping to support capacity building for fiscal reform measures.

Issue 4. Migration and Development

The process of establishing an EU migration policy is well underway. In this context, the development community has been challenged to explore links and synergies between migration and development, and to consider how migration concerns can be integrated in the development agenda, including EU concerns in relation to illegal migration to the EU. The Commission's first response to this came in December 2002 with its Communication on integrating migration issues in the European Union's relations with third countries. The Communication put the debate in a balanced perspective, by underlining the importance of south-south migration flows (both refugees and labour migration), and by exploring the positive impacts of migration on the development process (remittances, "brain gain"). As regards the issue of undocumented migration to the EU, the communication emphasised that development cooperation contributes best by combating the root causes of forced migration and refugee movements through poverty eradication, conflict prevention, food security and good governance.

EU development policy shall be coherent with the external dimension of EU migration policy. What would this mean in practice?

- Migration policy should support the objectives of development policy. EU migration policy is an important instrument in the fight against global poverty.
- Development policy should support the objectives of EU domestic migration policy. EU development cooperation is an important potential instrument in the fight against illegal migration to the EU.
- Both are true, but we should only look at the positive aspects of the interrelationship, and explore options for synergies between the two policies.

In the framework of a global economy, the EU should promote well-ordered international labour migration. What should be the objective of this effort? (you can choose more than one)

- To enhance possibilities for temporary movement of persons.
- To turn "brain drain" into "brain gain" by encouraging Member States to refrain from "harmful recruitment" of highly trained and skilled staff from under-served regions in developing countries.
- To ensure that labour migration has a positive impact on development.
- To adapt labour migration channels to the needs of the EU labour market.

Issue 5. Environment and development

In the current EC development policy, environment is considered as a crosscutting issue; hence environmental concerns have to be integrated in all sectoral policies (mainstreaming). This has however remained merely a good intention within programming documents, in almost all cases without concrete results at the level of response strategies. Moreover, global environmental issues (Climate change, desertification, biodiversity, global pollution etc) are not taken on board by countries in their strategies, in particular because they do not see them as an immediate priority, mainstreaming mechanisms do not always fit to address them or because developing countries consider that addressing these issues falls primarily under the responsibility of developed countries.

What lessons can be drawn from the mainstreaming approach taken for environment? (you can choose more than one)

- Mainstreaming needs to be maintained and strengthened at the level of programmes

and strategies in order to make sure that any sectoral policy or project integrates environmental concerns

- Environment is one of the three pillars of sustainable development and should be considered at the same level as economic and social development in the dialogue with developing countries. National strategies should systematically include an analysis of the environmental situation of the country which must be translated in actions in the EC response strategy
- It is not possible to address global environmental issues in developing countries through national strategies only. Alternative mechanisms need to be developed

SECTION 3: Development Actors

Issue 6. An EU policy or a 25+1 policy?

Development is a shared competence within the EU. The Commission pursues a development policy and manages about 20% of total EU development assistance on behalf of the Community. The Commission is not simply the 26th player, but should have a specific role in the context of coordination, complementarity and coherence. The credibility of EU external action and the effectiveness of EU development policy require a consensus on a common platform of action. The Council has recently adopted recommendations to improve harmonisation within the EU, with special emphasis on joint work in the field. Such a bottom-up division of labour between Member States and the Commission would improve the Union's overall consistency and its convergence towards partner countries' priorities and efforts. The latter is known as "alignment" and it would be the best way to reduce transaction costs and thus enhance aid effectiveness. Outside of its borders, EU involvement in shaping the strategies of the Bretton Woods financial institutions is below its potential. A stronger EU voice would have a positive impact on development issues and could help promote sustainable development on both a political and social level.

What should be the role of the Commission in overall EU development policy?

- A special role, focusing on coordination and harmonisation at the field level.
- As above but with a view to pursuing a common EU platform for development policy instead of merely coordination and harmonisation in the field.
- Animating the European debate on development.

How would the EU be best represented in the WB/IMF?

- Each Member State individually according to strategic ad hoc constituencies without representation from the Commission.
- As above as regards Member States, but the Commission should become a member of the BWIs on behalf of the Community.
- There should be a single representation of the European Union.

Issue 7. Partners: reinforced ownership and broader participation

The viability, effectiveness and impact of development strategies and programmes depend on how successful they are at integrating the priorities of the various institutional players in the partner countries and those of civil society. The principle of ownership means that governments take the lead in drawing up a strategic reference framework. This signifies that a country's political and administrative institutions and civil society organisations play a central part in establishing development priorities. The governments and the EU then discuss these priorities, in association with other interested parties with a view to drawing up common agendas in the form of cooperation strategies, which help implement the national and regional development strategies, while also reflecting the EU development priorities.

How can the EU ensure that the principle of ownership of development strategies is put into practice in a balanced and consistent way in all geographical programmes?

- The EU should systematically align cooperation strategies with partner countries' development strategies, prepare Country Strategy Papers together with partner country authorities, facilitate and ensure the involvement of in-country non-state actors in programming dialogues.
- On the basis of its own analysis of the country situation, the EU should prepare a cooperation strategy, and present it to the partner country and formally agree on a work programme.

And what about preparation and implementation of cooperation programmes?

- EC supported actions should be prepared in close association with partner country representatives and implemented under partner country responsibility.
- EC-supported actions should be prepared and implemented by the EC without prior formal agreement by partner country authorities.

How can non-state actors from the EU and public institutions (municipalities, regions) from Member States other than central governments better contribute to development?

- They should move away from individual project implementation, and focus on (i) in-country partner organisations' capacity building, in order for them to get directly involved in the preparation and implementations of development and cooperation strategies, (ii) awareness raising in the EU, (iii) capitalising upon experiences in order to identify and disseminate information on good practices and innovative approaches, (iv) policy dialogue and advocacy in the EU.
- They should not move away from implementing poverty reduction oriented projects at country level. Project implementation by a diversity of actors is essential, regardless of consistency with partner country development strategy or EU cooperation strategy.

SECTION 4: Concentration and Differentiation

Issue 8. Priority sectors and cross-cutting themes

Community development policy and aid are currently targeted at six priorities areas and the mainstreaming of a few cross-cutting issues. This concentration has made it possible to develop a coherent set of sectoral policies and has allowed the Commission to increase its capacity and expertise in some sectors. However, it should have been accompanied by a proper division of labour between the Commission and the Member States for the EU to meet all its partner countries' needs. Besides, concentration has been made more difficult to put into practice by the multiplication of new initiatives or integration of new EU priorities. Mainstreaming has been merely a good intention which has remained limited to programming documents.

What lessons can be drawn from the implementation of the principle of concentration?

- Concentration on the six priority areas and mainstreaming of cross-cutting issues has worked well and should not be changed.
- The principle of concentration must be maintained for reasons of effectiveness, but it must be applied differentially and pre-defined areas should not be imposed. Priorities should be identified on a case-by-case basis through consultation at country and regional level, based on dialogue and negotiation with partners.
- Stronger political dialogue is needed on issues that relate to the EU's values, particularly the cross-cutting issues that relate to human rights, gender equality, children's rights and to the environment.

- Mainstreaming is a fine principle but a difficult one to implement. Alternatives are needed.

If you ticked the last case, can you please provide ideas for such alternatives?

Issue 9. A common thematic framework for the European Union and Member States development policies

The EU has developed its own distinctive political approach to certain themes. These themes are:

- Theme 1. Development of human resources and citizens' rights (including human rights, health care, population, AIDS, education, training, culture and gender).
- Theme 2. Governance for development and security (covering support for good governance, strengthening of civil society, conflict prevention, linking relief and development).
- Theme 3. The environment and sustainable management of natural resources (including forest and water).
- Theme 4. Economic growth, a factor for sustainable development (including support for trade development, private sector and economic cooperation, employment, energy, Information & Communications Technologies, access to transport).
- Theme 5. Land use planning (including rural and urban development programmes and local development).
- Theme 6. Combating inequality and promoting social cohesion (including social progress and protection, employment, redistribution, social dialogue).

The Member States and the Commission can unite behind this distinctive approach which is underpinned by the values and principles upon which the European Union is built.

Furthermore, the EU has concluded many agreements with third countries that enable it to build up cooperation in a variety of areas. There are synergies to be exploited between these areas.

Do you agree that the EU has its own distinctive values and approaches in the above-mentioned themes?

- Yes I agree that all themes reflect EU distinctive values and approaches.
- I agree that some theme(s) reflect EU distinctive values and approaches.
- I do not agree that the themes proposed reflect EU distinctive values and approaches, but agree that the EU has such a distinctive voice.
- I do not agree with the idea that the EU has a distinctive approach and values behind which the Member States and the Commission can unite.

Which ones?

- Theme 1
- Theme 2
- Theme 3
- Theme 4
- Theme 5
- Theme 6

To me the following are better themes (max two themes):

Issue 10. Differentiation

Development policy needs to be taken duly into account, and articulated in the framework of the strategies pursued with various parts of the world. The range of policy considerations addressed in the Union's external action, the variety of situations and the differing nature of third countries' relations with the EU, require a differentiated approach. The Country Strategy Papers are the main tool for defining the range of policy considerations which apply to a particular country. They must reflect the reality that some countries are moving into 'pre-accession', privileged partnerships are being built with neighbouring countries, middle-income and low-income countries have different needs, EC funds are in some cases limited compared to the financial resources of the recipient country and certain countries face enormous challenges on their path towards the Millennium Development Goals.

What should be the geographical scope for EU development policy?

- It should apply to all developing countries, according to the list of the OECD of countries eligible for ODA (part 1 of the list).
- It should be limited to ACP countries and to the Least Developed and Low Income Countries in Latin American and Asia.

Which criteria should be followed to define the specific role that development policy and its instruments play in each of these situations? (more than one answer possible)

- Poverty has an incidence in all partner countries. All funds that are declared as ODA should focus on the objectives defined for EU development policy (see Issue 1).
- When EC funds are limited compared to the financial resources of the recipient country, grants should be concentrated on strategic issues with leverage effects including on strengthening the capacity of the countries concerned to deal with their developmental challenges.
- A mix of grants (reserved to support exclusively ODA eligible interventions) and loans (from both the EIB and the EC) should be envisaged for EU cooperation with middle income countries.

Issue 11. Transition situations - Linking relief and development aid

Management of crisis and post-crisis situations is an increasingly important and, in some cases, vital issue in a growing number of countries. Making the transition from humanitarian and emergency aid to rehabilitation and development cooperation is far more complex than simply handing over of programmes between stakeholders. How to manage this transition in political and financial terms is one of the most important questions for the purpose of coherence of EU's external action, bearing in mind all the instruments to be used. The priority approaches consist of:

1. A transition response strategy, consisting of measures contributing to the establishment or restoration of essential conditions necessary to put in place long-term development co-operation.
2. Systematic co-ordination and complementarity of international activities at the various levels (multilateral, regional, non-state-actors) in order to strengthen synergies and to allow clearer definition of phase-in and phase-out measures.
3. Involvement of partner country institutions at the earliest possible stage so that they can lead the reconstruction process.
4. Focus on institutional capacity building at the strategic level, in addition to interventions directly linked to humanitarian needs and infrastructures.
5. Security and development should go hand in hand both in political and financing terms.

Do you agree?

- Yes
- Yes, but not only **What else?**
- No **What should be considered?**

There is no need to make the transition situation an issue. It can only be made on a case-by-case basis; no general principles can be applied. Humanitarian aid should focus on short-term relief actions and development co-operation programmes are to be implemented after the phasing out of humanitarian aid. Do you agree?

- Yes
- No

Can you expand on your views?

SECTION 5: Funding development aid

Issue 12. Allocation of financial resources

The 2000 Declaration called for attention to be focused on Low-Income Countries. Amongst Middle Income Countries priority should be given to those with a large proportion of poor people and which were committed to poverty reduction. In reality, other considerations have also been taken into account. The Financial Perspectives provide the framework for funding EU policies. The new Financial Perspectives for 2007-2013 provide for the creation of an instrument for financing development cooperation and economic cooperation covering the ACP countries (if EDF budgetisation is realised), Latin America, Asia, parts of the Middle East and Central Asia. They also provide for a pre-accession aid instrument and a neighbourhood and partnership instrument for other third countries. At present, the criteria for allocating resources within a region differ from one region to another. As a rule, they relate to countries' needs and performance. The Commission has formulated some general principles for a common approach to allocating resources under the future development cooperation and economic cooperation instrument.

Do you agree that the EU needs to respond to the needs of the developing countries and increase funding?

- Yes I agree. This must be done above all by increasing donor countries' development budgets in line with their international commitments.
- Yes I agree. This must be done by launching initiatives for new types of international financial contributions such as international taxation mechanisms.
- Yes I agree, through a combination of the options above.
- No, I don't agree.

In setting criteria for the allocation of resources, what should be the relative weight of poverty?

- It should be the most important criterion for all countries to be covered by the new instrument for development cooperation and economic cooperation.
- It should be the most important criterion for Low Income Countries and one amongst the criteria for Middle Income Countries.
- It should be the most important criterion for ACP countries but one amongst other criteria for Asian and Latin American countries.
- It should be the most important criterion for all countries whose progress in achieving the Millennium Development Goals is delayed, no matter what the financing instrument foreseen by the Community.
- Resource allocation should be decided on a case-by-case basis and not through a

set of predefined criteria that may prove inflexible and not responsive to changing needs and political considerations.

Issue 13. Global Initiatives

Global initiatives and funds are powerful instruments for launching new policies or bolstering existing measures that do not have a broad enough scope to help meet the Millennium Development Goals. They attract attention and win over the public more easily than conventional aid institutions. In principle, such initiatives are also capable of mobilising additional financial resources; however the evidence is not conclusive. Moreover, there is the risk that they might distort the process of ownership and that they do not integrate in national development strategies. Funds are perceived to disburse more quickly at lower cost in comparison with conventional aid channels, but there are questions concerning security and control of their disbursements.

The value-added of global initiatives must be assessed in terms of (you can choose more than one option):

- how much additional aid they bring to the table
- how flexibly they enable aid to be redeployed towards new objectives
- how quickly disbursements can be made
- how well they integrate in national development strategies and procedures
- other **Please expand**

Objective criteria should be laid down for the European Community's participation in and contribution to global funds and initiatives:

- I agree; this would help make the process of decision making more transparent and efficient.
- I disagree; decisions should be made on a case-by-case basis according to needs and arising strategic opportunities.

Mechanisms are needed whereby activities financed by global funds can be brought back into the fold of ordinary country or regional cooperation after a few years:

- I agree; global funds should eventually be integrated into country and regional programmes for reasons of coherence and ownership.
- I disagree; they should remain alongside country and regional programmes because otherwise they would be sidelined.

Issue 14. Aid Modalities

The Community has a wide range of modalities for implementing development aid.

- **Budget support:** the most effective to align with national policies and priorities, it is capable of responding to current spending needs and keeps transaction costs down, however it can be volatile.
- **Debt cancellation:** it has imposed lower transaction costs on the recipients and has provided the best example of coordination and harmonisation, but it is a poor modality in terms of resource-allocation.
- **Sectoral aid:** either through budget support or as a project, it means that there must be cross-sectoral dialogue.

- **Project aid:** it allows involving different types of actors, but can be rather slow, lacks flexibility and the ability to meet current expenditure requirements and does not measure up well in terms of ownership, but it can be viable when conditions for other modalities are not met.

Which of these approaches should the new EU development policy prioritise? (you can choose more than one option)

1. Develop a new, more predictable and more reliable aid modality for poor countries that perform well.
2. Continue to increase general and sectoral budget aid with more incentives through a more graduated (differentiated?) response.
3. Further develop modalities to help recipients cope with shocks, e.g. temporary reductions in debt-service payments.
4. In crisis-type situations, use a combination of emergency aid, budget aid, project aid and trust-fund contributions.
5. Expand direct support to non-state actors.
6. Replace conditionality with a notion of "contract", starting from a results-based approach.

To which of the above should the highest priority be given?

Conclusions

Thank you for participating in the consultation. This final free-text box will allow you to provide any further view, opinion and comment on any missing element of our analysis.

Annex 3: List of Contributors²⁰

EU Institutions and agencies

1. Committee of the Regions
2. European Investment Bank

NGOs

3. 2005.ongd.lu (Bond, NGO-EU Network, EU Platform)
4. Almaciga, Fern, Iwgia, Gitpa, Amnesty International, Adivasi
5. CIDSE and Caritas Europe
6. Concord Gender Task Force
7. Eurostep
8. International Federation of the Red Cross and Red Crescent Societies and the Red Cross National Societies of the EU Members States
9. International Federation Terre des Hommes
10. International Non Governmental Coalition Against Tobacco
11. IPPF European Network
12. Plan Europe
13. WWF
14. Belgian NGDO Platform
15. Bond
16. Finnish NGDO Platform KEHYS
17. HelpAge International
18. Oxfam International
19. Environmental NGOs (WWF, Conservation International, Fern, Ifaw, Can Europe, Bird Life International)
20. Save the Children
21. Transparency International
22. FERN. This Statement has also been endorsed by the following organizations:
 - BirdLife International
23. CONCORD. This Statement has also been endorsed by the following

²⁰ The list includes only contributors who have submitted a statement (thus excluding respondents to the online questionnaire and emails) and authorised the publication of their comments. It does not include contributions from Member States or Commission Services. These statements are available online at: http://europa.eu.int/comm/development/body/theme/consultation/index_en.htm

organizations:

- Actionaid international, Eurostep, Aprodev, 11.11.11 and CNCD for the Belgian Platform of Concord
- The Portuguese development NGO platform
- The Maltese NGO Platform
- The Hungarian NGO Platform
- The Quaker Council for European Affairs
- Consumer International
- CERCLE de cooperation
- EPLO: European Peace building Liaison Office
- VENRO (Association of German development non-governmental organisations)
- Wereldsolidariteit

Chain letters

The following two statements were supported by private citizens through emails. For further information refer to the Consultation Report.

24. From Peacelink - Telematica per la Pace – Europe against poverty
25. From individuals on health – “salud basica”

International organisations

26. UN
27. UNFPA
28. WHO
29. ILO

National authorities

30. New Zealand Aid (NZ Aid)
31. The Joint Nature Conservation Committee (UK)
32. Local Government International Bureau
33. National Economic Development Authority (NEDA) - Philippines

Research institutes / think tanks

34. Netherlands Institute for Multiparty Democracy (IMD)
35. Westminster Foundation for Democracy
36. Réseau Euro-Méditerranéen de l'Economie Sociale (ESMED)
Confédération Espagnole d'Entreprises de l'Economie Sociale
(CEPES)

Social Partners

37. AGE (Federation of German Industries)
38. Organisations Professionnelles Agricoles de Cote d'Ivoire
39. Council of European Municipalities and Regions (CEMR)
40. European Trade Union Confederation – CES/ETUC
41. European International Contractors (EIC)
42. Organisation Centrale des Producteurs-Exportateurs d'ananas et de
bananes de Côte d'Ivoire
43. Trade Union Amicus
44. Verband der Chemischen Industrie e. V. (Federation of German
Chemical Industries)

Annex 4: Calendar of events

DG Development organized and participated in many meetings and debates on the future of the EU development policy. Minutes of some of these meetings and related information are available online at:

http://europa.eu.int/comm/development/body/theme/consultation/index_en.htm

- **20 December 2004:** Expert meeting (Chatham House) on the future of European Union development policy.
- **18 January 2005:** Interactive Consultation has been launched (Internet) and diffusion of the "Issues Paper".
- **18 January:** Presentation of the « Issues Paper » to the Committee on Development of the European Parliament.
- **20 January :** Seminar of Eminent Persons.
- **27 January:** Informal discussion with Member States at the Council Development Cooperation Working Party (CODEV).
- **3 February:** Informal discussion at the EU Director General's meeting.
- **4 February :** Presentation of the study report « Evaluation of the November 2000 Declaration », by ECDPM/ODI/ICEI at DG Development.
- **4 February :** Presentation of the study report « Evaluation of the November 2000 Declaration », by ECDPM/ODI/ICEI at CODEV.
- **8 February :** Presentation at the meeting of Commissioner Michel with CONCORD.
- **10 February :** Intervention of Commissioner Michel at the meeting organized by "Coordinadora de ONG para el Desarrollo España".
- **11 February :** Seminar-debate organized jointly by the Commission and the European Economic and Social Committee.
- **14 February:** Meeting of NGDOs for an exchange views on the revision process of EU cooperation policy, Luxembourg.
- **15 February :** Discussion within the External Relations Committee of the European Economic and Social Committee.
- **15 February:** Discussion during the informal meeting of EU Ministers of Development in Luxembourg.
- **16 February:** Presentation and discussion at the ACP Regional Seminar 2005 – Southern Africa.
- **24 February:** Presentation at the meeting of Member States' Chiefs of information for development.

- **24 February** : Visit of Commissioner Michel to London (House of Commons International Development Committee, meeting with Secretary of State for Development, lunch with NGOs, speech at ODI, Meeting with Chancellor of the Exchequer).
- **25 February**: Visit of Commissioner Michel to Prague.
- **25 February** : Discussion table with the Political Group of CONCORD.
- **28 February**: Speech of Commissioner Michel at the conference on EU Development Policy at the “Université Libre de Bruxelles”.
- **2 March**: Hearing of Commissioner Michel at the Commission for Foreign Affairs of the French National Assembly.
- **4 March**: Intervention of Commissioner Michel at the Conference on EU development cooperation, Cercle de Wallonie, Namur.
- **8 March** : Presentation by DG Development to the Anglophone African press.
- **8 March** : Discussion of DG Development officers with the Director General.
- **9 March** : Meeting between DG Development, DG Employment and Trade Unions representatives (CISL, CMT, CSC).
- **9 March** : Presentation at the meeting of Commissioner Michel with the Bishops members of COMECE (Commission des Episcopats de la Communauté Européenne) .
- **10 March** : Meeting between DG Development and NGOs representatives (Save the Children, Help Age, Plan International, Stop AIDS Alliance and World Vision).
- **10 March**: Intervention of Commissioner Michel at the College of Europe, Bruges on the EU development policy contribution to achieve the MDGs.
- **11 March**: Presentation by DG Development to Commission officers leaving to delegations
- **11 March**: Participation of DG Development to the « Seminar on EC development cooperation policy, instruments and fundings”, Budapest.
- **11 March** : Intervention of Commissioner Michel at the “Congrès extraordinaire CGSLB” on the role of Trade Unions in the EU development policy.
- **14 March**: Meeting of DG Development with private sector representatives.
- **15 March** : Meeting of DG Development with the Members of the German Parliament (Bundestag).
- **15 March**: Participation of Commissioner Michel at the Committee on Development of the European Parliament: presentation of some preliminary results of the public consultation.

- **17 March:** Presentation by DG Development of preliminary outcomes of the public consultation at the Council Development Cooperation Working Party.
- **17 March:** Presentation by DG Development and discussion with the Austrian NGO Platform.
- **17 March:** Presentation by DG Development to a group of student from the United Kingdom.
- **18 March:** Meeting of DG Development with representatives of « Think-Tanks ».
- **6 April:** Meeting with the European Economic and Social Committee Rapporteur.
- **13 April:** Meeting with the CONCORD Gender Task Force.
- **16- 18 April:** Meeting in Washington between Commissioner Michel and the incumbent President of the World Bank, Paul Wolfowitz for a first exchange of views on development issues.
- **19 April:** Intervention of Commissioner Michel at the Joint EU-ACP Parliamentary Assembly, Mali.
- **21 April:** Participation of DG Development in the first meeting of the working group “the future EU development Policy: civil society point of view”. European Economic and Social Committee, Section “External Relations”.
- **21 April:** Intervention of Commissioner Michel on the EU development Policy at the Mons Expo.
- **21 April:** Presentation by DG Development to a group of European young diplomats.