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# **DRAFT REPORT**

on the revision of the European Consensus on Development  
(2016/2094(INI))

Committee on Development

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## MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

### on the revision of the European Consensus on Development (2016/2094(INI))

*The European Parliament,*

- having regard to the European Consensus on Development of December 2005,<sup>1</sup>
- having regard to the EU Common Position for and the outcome document of the Fourth High Level Forum on Aid Effectiveness of December 2011,<sup>2</sup>
- having regard to the 2030 Agenda, ‘Transforming our World: The 2030 Agenda for Sustainable Development’, adopted at the United Nations Sustainable Development Summit on 25 September 2015, in New York,<sup>3</sup>
- having regard to the Addis Ababa Action Agenda on Financing for Development,<sup>4</sup>
- having regard to the Paris (COP 21) Agreement under the United Nations Framework Convention on Climate Change adopted on 12 December 2015,<sup>5</sup>
- having regard to the World Humanitarian Summit of 23-24 May 2016 in Istanbul and its Commitments to Action,<sup>6</sup>
- having regard to Article 208 TFEU on development cooperation, which states that ‘the Union’s development cooperation policy and that of the Member States complement and reinforce each other’, and which defines the reduction and eradication of poverty as the primary objective of EU development policy,<sup>7</sup>
- having regard to the Global Strategy for the European Union’s Foreign and Security Policy published in June 2016,<sup>8</sup>
- having regard to its previous resolutions, in particular those of 17 November 2005 on the proposal for a Joint Declaration by the Council, the European Parliament and the Commission on the European Development Policy ‘The European Consensus’<sup>9</sup>, of 5 July 2011 on increasing the impact of EU development policy<sup>10</sup>, of 11 December 2013 on donor coordination on development aid<sup>11</sup>, of 25 November 2014 on the EU and the

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[http://ec.europa.eu/development/body/development\\_policy\\_statement/docs/edp\\_declaration\\_signed\\_20\\_12\\_2005\\_en.pdf](http://ec.europa.eu/development/body/development_policy_statement/docs/edp_declaration_signed_20_12_2005_en.pdf)

<sup>2</sup> <http://www.oecd.org/dac/effectiveness/49650173.pdf>

<sup>3</sup> [http://www.un.org/ga/search/view\\_doc.asp?symbol=A/RES/70/1&Lang=E](http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/70/1&Lang=E)

<sup>4</sup> [http://www.un.org/esa/ffd/wp-content/uploads/2015/08/AAAA\\_Outcome.pdf](http://www.un.org/esa/ffd/wp-content/uploads/2015/08/AAAA_Outcome.pdf)

<sup>5</sup> <https://unfccc.int/resource/docs/2015/cop21/eng/109r01.pdf>

<sup>6</sup> <https://www.worldhumanitariansummit.org/>

<sup>7</sup> <http://www.lisbon-treaty.org/wcm/the-lisbon-treaty/treaty-on-the-functioning-of-the-european-union-and-comments/part-5-external-action-by-the-union/title-3-cooperation-with-third-countries-and-humanitarian-aid/chapter-1-development-cooperation/496-article-208.html>

<sup>8</sup> Council document [10715/16](#)

<sup>9</sup> Texts adopted, P6\_TA(2005)0446.

<sup>10</sup> Texts adopted, P7\_TA(2011)0320.

<sup>11</sup> Texts adopted, P7\_TA(2013)0558.

global development framework after 2015<sup>1</sup> , of 19 May 2015 on financing for development<sup>2</sup> , of 8 July 2015 on tax avoidance and tax evasion as challenges for governance, social protection and development in developing countries<sup>3</sup> , of 14 April 2016 on the private sector and development<sup>4</sup> , of 12 May 2016 on the follow-up to and review of the 2030 Agenda<sup>5</sup> and of 7 June 2016 on the EU 2015 Report on Policy Coherence for Development<sup>6</sup> ,

- having regard to its ongoing resolutions on addressing refugee and migrant movements: the role of EU External Action and on increasing the effectiveness of development cooperation,
  - having regard to Rule 52 of its Rules of Procedure,
  - having regard to the report of the Committee on Development (A8-0000/2016),
- A. whereas a revision of the European Consensus on Development is timely and necessary considering the changed external framework - including the adoption of the 2030 Agenda and the Sustainable Development Goals, the Paris COP 21 Agreement on climate change, the Addis Ababa Action Agenda on financing for development and the Global Partnership for Effective Development Cooperation, new or increasing global challenges such as climate change and migration, more diversified developing countries, emerging donors and new global actors, and internal EU changes including those arising from the Treaty of Lisbon, the Agenda for Change and the EU Global Strategy on Foreign and Security Policy;
- B. whereas European Union development policy is an important complement to Member State development policy which should focus on areas of comparative advantage and on ways in which the global role of the EU as an organisation can further the objectives of its development policy;
1. Stresses the importance of the European Consensus on Development in providing a joint and coherent position at both EU and Member State levels on the objectives, values and principles and main aspects of development cooperation; believes that the Consensus *acquis* and in particular its holistic approach and the clear primary objective of fighting poverty must be safeguarded in its revision; recalls that Member State and EU-level development policies should reinforce and complement each other;
  2. Recognises the importance of a clear European external strategy requiring coherence of policies, notably on peace and security, migration, trade, the environment and climate change, humanitarian assistance and development cooperation; reiterates, however, that development objectives are goals in their own right; recalls the treaty-based obligation enshrined in Article 208 TFEU to ‘take account of the objectives of development cooperation in the policies that it implements which are likely to affect developing

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<sup>1</sup> Texts adopted, P8\_TA(2014)0059.

<sup>2</sup> Texts adopted, P8\_TA(2015)0196.

<sup>3</sup> Texts adopted, P8\_TA(2015)0265.

<sup>4</sup> Texts adopted, P8\_TA(2016)0137.

<sup>5</sup> Texts adopted, P8\_TA(2016)0224.

<sup>6</sup> Texts adopted, P8\_TA(2016)0246.

countries’;

***EU development objectives, values and principles***

3. Calls for the Sustainable Development Goals (SDGs), the 2030 Agenda and the economic, social and environmental dimensions of sustainable development to cut across all internal as well as external EU policies and to be put at the heart of the Consensus; calls for the fight against poverty and hunger to remain the overarching and primary goal for EU development policy;
4. Calls for a continued strong EU commitment to and promotion of rules-based global governance, and notably the Global Partnership for Sustainable Development;
5. Stresses that combating inequalities in and between countries, discrimination, injustice and strife and promoting peace, democracy, good governance and human rights as well as inclusive societies and sustainable growth must be objectives cutting across every area and every action of EU development policy;
6. Recognises the special role of the good governance dimension of sustainable development; calls on the EU to strengthen the balance between economic, social and environmental domains by putting in place and supporting the right mechanisms and processes of good governance;
7. Calls for EU development policy to continue to prioritise support to least developed and low-income countries (LDCs and LICs) while also finding new ways of cooperation with the middle-income countries (MICs) in which the majority of the world’s poor live;
8. Stresses the importance of the principle of democratic ownership, giving developing countries the primary responsibility for their own development but also allowing national parliaments and political parties, regional and local authorities, civil society and other stakeholders to fully play their respective roles alongside national governments;
9. Calls for political dialogue between the EU and partner countries/regions to be a central strand of any EU development cooperation, and for such dialogues to focus on common values and how to promote them; calls for further parliamentary and civil society involvement in political dialogues;
10. Underlines the importance of plural and inclusive democracy, and calls for the EU to promote a level playing field for political parties and a dynamic civil society in all its actions, including through capacity-building and through dialogue with partner countries to allow sufficient civil society space;
11. Calls for gender equality and women’s rights to be a cross-cutting goal in EU development policy in accordance with the EU Gender Action Plan, coupled with specific policy-driven action to target challenges in this area; calls for further EU efforts to promote the important role of women and youth as agents of development and change; underlines in this regard, that gender equality comprises women and men and girls and boys and that programmes should encourage equal co-participation of rights

and services, for example as in the case of access to education;

12. Calls for specific EU development strategies to better target, protect and support vulnerable and marginalised groups such as women and children, the elderly, persons with disabilities, linguistic and ethnic minorities and indigenous peoples, in order to offer them the same opportunities and rights as everyone else, in line with the principle of Leaving No-one Behind;
13. Underlines the ongoing importance of the objectives set out in the human development chapter of the current European Consensus; stresses the need to connect these objectives to the SDGs and to put horizontal health system strengthening (other than support for vertical programmes for specific diseases), at the core of health development programming, also in order to strengthen resilience in the case of health crises such as the Ebola outbreak in West Africa of 2013-2014;
14. In the light of demographic growth, most notably in Africa and in the LDCs, taking into account the fact that of the 21 countries with the highest fertility, 19 are in Africa, that Nigeria is the country with the world's fastest-growing population, and that by 2050 more than half of global population growth is expected to be in Africa and this is a problem for sustainable development; suggests that EU development cooperation should put more emphasis on programmes that address this topic;

### ***Differentiation***

15. Underlines that for an EU development strategy to be effective, it must promote a better distribution of prosperity through national budgets, i.e. within as well as between countries; highlights that European development aid should first and foremost differentiate between individual countries' situations and development needs, and not on the basis of a signed political agreement;
16. Calls for specific strategies to be developed for cooperation with MICs in order to consolidate their progress and fight inequality, exclusion, discrimination and poverty, while underlining that MICs are not a homogenous group and therefore each has specific needs that should be met by tailor-made policies; underlines the need to phase out financial aid to MICs and focus on other forms of cooperation, such as technical assistance, exchange of best practices and promotion of regional, South-South and triangular cooperation; highlights the importance of alternative sources of finance, such as domestic revenue mobilisation, non-concessional or less concessional loans, cooperation in technical, taxation, trade-related and research-related matters, and public-private partnerships;

### ***Aid effectiveness and financing***

#### *Aid effectiveness*

17. Calls on the EU and its Member States to lead the way among development actors and to recommit to the full implementation of the principles of effective development cooperation, namely country ownership of development priorities, focus on results, transparency, shared accountability and inclusiveness of all stakeholders;

18. Welcomes the progress made but calls for further efforts by the EU and its Member States towards joint programming and implementation in order to pool resources, improve the in-country division of labour, reduce transaction costs, avoid overlaps and aid fragmentation, and promote country ownership of development strategies; calls on the EU and its Member States to further coordinate their actions with other donors and organisations;

#### *Financing for development*

19. Reiterates that Official Development Assistance (ODA) should remain the backbone of EU development policy; recalls the EU's commitment to achieving the ODA target of 0.7 % of GNI by 2030; stresses the importance of other countries, developed and emerging, also scaling up their ODA provision; underlines the important role of ODA as a catalyst for change and a lever for the mobilisation of other resources;
20. Calls for objective and transparent criteria for resource allocation of development assistance at Member State as well as EU level; calls for those criteria to be based on needs, on impact assessments and on political, social and economic performance, with a view to the most effective use of funds; stresses, however, that such allocation should never be made conditional on performance in areas not directly linked to development objectives; stresses that good performance towards mutually agreed goals should be encouraged and rewarded;
21. Recognises that general budget support promotes national ownership, but underlines that it should only be considered when and where the conditions are right and effective control systems are in place;
22. Believes that addressing the SDGs will require financing and action for development going beyond ODA and public policies; stresses the need for domestic as well as international and for private as well as public financing, and for policies linking public and private pro-development action and inducing an environment promoting growth and its equitable distribution through national budgets;
23. Calls on the EU and its Member States to support developing countries in creating fair, transparent and efficient tax systems, as well as other means of domestic resource mobilisation, in order to increase the predictability and stability of such financing and reduce aid dependency; calls for such support in areas such as tax administration and public financial management, anti-corruption, and fighting transfer mispricing, tax evasion and other forms of illicit financial flow;
24. Stresses the need for blending and public-private partnerships in order to leverage financing beyond ODA, but underlines the need for these to be based on transparent criteria and to clearly demonstrate their additional development impact; underlines that financed projects should respect national development objectives, internationally recognised social and environmental standards, the needs and rights of local populations, and the principles of development effectiveness; recognises in this regard that traditional land use, for example by smallholders and pastoralists, is usually not documented but needs to be respected and protected; reiterates that enterprises involved in development partnerships should respect the principles of corporate social responsibility (CSR);

25. Stresses that development funds used for the proposed External Investment Plan (EIP), as well as for existing Trust Funds, must comply with ODA-compatible development objectives; calls for mechanisms to be established allowing Parliament to fulfil its oversight role when EU development funds are being used outside the normal EU budget procedures, notably by granting it observer status on EIP, Trust Fund and other strategic boards that decide on the priorities and scope of programmes and projects;
26. Recognises the role of local small and medium-sized enterprises as engines of growth and employment; calls for the promotion of an enabling environment for investment and business activity in order to stimulate and accelerate domestic economic development, as well as of training programmes and regular public-private dialogues;

#### *Policy coherence for development*

27. Underlines the key importance of internal and external policy coherence for development (PCD) in achieving the SDGs; reiterates the need for further efforts by EU institutions and Member States to take account of development cooperation objectives in all internal and external policies likely to affect developing countries, to find effective mechanisms to implement and evaluate PCD, and to include all stakeholders in this process;
28. Calls for further EU and Member State support to partner countries in their own promotion and implementation of PCD;
29. Reiterates its call for the development of governance processes to promote PCD at the global level;

#### *Trade and development*

30. Underlines the importance of fair and properly regulated trade in promoting regional integration, contributing to sustainable growth and combating poverty; stresses that EU trade policy must be part of the sustainable development agenda and reflect EU development policy objectives;
31. Stresses the need for further EU support to developing countries for trade capacity-building, infrastructure and domestic private sector development, in order to allow them to add value to and diversify production and to increase their trade;
32. Supports EU efforts to increase transparency and accountability in natural resource management and in the extraction of and trade in natural resources, and to prevent illegal trade in sectors such as minerals, timber and wildlife; strongly believes that further global efforts are needed in order to develop regulatory frameworks for supply chains, so as to ensure sustainable management of and trade in such resources and to allow resource-rich countries and their populations to further benefit from such trade;

#### *Security and development*

33. Reiterates the direct link between security and development; stresses that the objective of peaceful and inclusive societies with access to justice for all should translate into EU external action building resilience, promoting human security, strengthening the rule of



law, restoring confidence and tackling the complex challenges of insecurity, fragility and democratic transition;

34. Believes that synergies between the Common Security and Defence Policy (CSDP) and development instruments need to be fostered in order to find the right balance between conflict prevention, conflict resolution and post-conflict rehabilitation and development; stresses that external policy programmes and measures to this end have to be comprehensive, tailor-made to the country situation and, when financed through means foreseen for development policy, correspond to core development objectives as defined under ODA; underlines that the core tasks of development cooperation remain to support countries in their endeavour to create stable and peaceful states that respect good governance, the rule of law and human rights, and to seek to establish sustainable functioning market economies with the purpose of bringing prosperity to the people;

#### *Migration and development*

35. Stresses the central role of development cooperation in addressing the root causes of forced migration, such as state fragility, conflicts, insecurity and marginalisation, poverty and human rights violations; calls therefore for migration-linked development assistance to focus on promoting inclusion and economic opportunities, democracy-building, good governance and the rule of law, and policy space for civil society;
36. Underlines that countries of origin and transit for migrants need tailor-made solutions for development that fit their respective political and socio-economic situations; stresses the need for such cooperation to promote human rights, good governance, peace and democracy-building and should be based on common interests and shared values;
37. Underlines the need for close parliamentary scrutiny and monitoring of migration-linked use of development funds; stresses the importance of close cooperation and the establishment of a good practice of formal and informal exchange of information between institutions, notably in the field of migration and security;
38. Points out that, given the recent European policy measures to fight the root causes of migration, European development policy must fall within the OECD-DAC definition and must be based on development needs; stresses further that development aid must not be made conditional on cooperation in migration matters such as border management or readmission agreements;

*Humanitarian assistance*

39. Stresses the need for closer links between humanitarian assistance and development cooperation in order to address financing gaps, avoid overlaps and the creation of parallel systems, and create conditions for sustainable development with built-in resilience and tools for improved crisis prevention and preparedness;

***Global public goods and challenges***

40. Strongly believes that the global presence of the EU and its Member States makes them well placed to continue to play a leading international role in addressing global public goods and challenges (GPGC); calls for a GPGC chapter to be included in the revised Consensus, clearly outlining the priority areas to be tackled, among them insecurity and state fragility, migration, health and education, demographic challenges and urbanisation, the environment, energy and climate change, food security, and new technological challenges, barriers and opportunities;

***EU development policy***

41. Reiterates the comparative advantages offered by EU development action, including its global presence, the flexibility offered by its range of instruments and delivery methods, its role in and commitment to policy coherence and coordination, its rights- and democracy-based approach, its scale in terms of providing a critical mass in grants, and its consistent support to civil society;

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42. Instructs its President to forward this resolution to the Council, the Commission and the EEAS.