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REPORT

on the communication from the Commission to the Council and the European Parliament entitled 'Building an effective partnership with the United Nations in the fields of Development and Humanitarian Affairs'
(COM(2001) 231 – C5-0396/2001 – 2001/2154(COS))

Committee on Development and Cooperation

Rapporteur: Joaquim Miranda

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PROCEDURAL PAGE

By letter of 4 May 2001, the Commission forwarded to Parliament its communication entitled 'Building an effective partnership with the United Nations in the fields of Development and Humanitarian Affairs' (COM(2001) 231 – 2001/2154(COS)).

At the sitting of 3 September 2001 the President of Parliament announced that she had referred the communication to the Committee on Development and Cooperation as the committee responsible and the Committee on Foreign Affairs, Human Rights, Common Security and Defence Policy for its opinion (C5-0396/2001).

The Committee on Development and Cooperation had appointed Joaquim Miranda rapporteur at its meeting of 25 June 2001.

It considered the Commission communication and the draft report at its meetings of 11 July 2001, 21 February 2002, and 18 April 2002.

At the last meeting it adopted the motion for a resolution unanimously.

The following were present for the vote: Joaquim Miranda, chairman and rapporteur, Anders Wijkman (vice-chairman), Richard A. Balfe, Maria Carrilho, John Alexander Corrie, Nirj Deva, Fernando Fernández Martín, Concepció Ferrer (for Vitaliano Gemelli), Michael Gahler (for Tokia Saïfi), Richard Howitt, Bashir Khanbhai (for Luigi Cesaro), Glenys Kinnock, Karsten Knolle, Paul A.A.J.G. Lannoye, Nelly Maes (for Didier Rod), Miguel Angel Martínez Martínez, Hans Modrow, Ulla Margrethe Sandbæk, Francisca Sauquillo Pérez del Arco and Jürgen Zimmerling.

The opinion of the Committee on Foreign Affairs, Human Rights, Common Security and Defence Policy is attached.

The report was tabled on 22 April 2002.

The deadline for tabling amendments will be indicated in the draft agenda for the relevant part-session.

MOTION FOR A RESOLUTION

European Parliament resolution on the Commission communication entitled ‘Building an effective partnership with the United Nations in the fields of Development and Humanitarian Affairs’ (COM(2001) 231 – C5-0396/2001 – 2001/2154(COS))

The European Parliament,

- having regard to the Commission communication (COM(2001) 231 – C5-0396/2001¹),
 - having regard to the Council conclusions of 31 May 2001 on the same subject,
 - having regard to Rule 47(1) of its Rules of Procedure,
 - having regard to the report of the Committee on Development and Cooperation and the opinion of the Committee on Foreign Affairs, Human Rights, Common Security and Defence Policy (A5-0128/2002),
- A. having regard to the important role that the EU Member States play in the United Nations (UN) and their contribution to every sphere of UN operations, in particular development and humanitarian aid, peaceful conflict resolution, advocacy and protection of human rights, and global environmental, economic, and social policies,
- B. whereas the EU and its Member States are the biggest donors of official development aid and whereas the EU is the principal humanitarian aid donor; whereas, in addition, the Member States’ share of the UN budget accounts for 37% of the total and whereas they contribute 40% of the cost of peacekeeping operations and, in conjunction with the EU, over 50% to finance the various UN funds and programmes,
- C. having regard, however, to the EU’s modest status and the limited extent of its political influence, not least in the specialised UN agencies, and to the need to strengthen the resources and role of the Commission delegations, as well as mechanisms for coordination between delegations and the EU Member States, in order to ensure that EU action in the United Nations is more effective and has a higher profile and a greater impact,
- D. whereas the EU and the UN consequently need to achieve broad convergence and take a joint approach to issues falling under the heading of development (especially for the purpose of applying the principles of sustainable economic and social development) and humanitarian aid (with a view to affording access to the most vulnerable and needy populations as a matter of priority),
- E. whereas UN and EU actions relating to crisis management, peace building and poverty alleviation have similar objectives and priorities, making the two organisations natural allies,
- F. recalling the principles and aims common to both Community development policy and

¹ OJ C not yet published.

the Millennium Declaration adopted by the 189 UN member countries on 8 September 2000,

- G. whereas the UN has to operate effectively if a new international multilateral legal order is to be established and democratic control exercised over the global economy so as to enable the fruits of economic development and prosperity to be shared more fairly,
 - H. whereas the modern world has to face considerable challenges in order to secure peace, security and well-being for all its peoples,
 - I. whereas, in view of their experience and activities on the ground, the different UN agencies can and must play a key role in optimising EU external aid and improving its effectiveness,
 - J. whereas the international community has entrusted the UN with the task of coordinating the international response to humanitarian crises, as regards both strategic planning and coordination of operations; whereas the consolidated inter-agency appeals constitute a reference point, and the EU accordingly needs to be involved in the procedure,
 - K. whereas if humanitarian aid and development cooperation policies are to succeed, the EU-UN partnership should also be expanded to encompass other international and regional organisations, donor and recipient countries, non-governmental organisations, trade unions and the private sector, and other players in civil society,
1. Believes that the Commission communication provides a starting-point for an in-depth discussion of the problems connected with EU-UN relations and deplores the fact that the document submitted does not go beyond the areas of development and humanitarian affairs, disregarding closely related key issues such as conflict prevention, security and peacekeeping, and crisis management;
 2. Calls on the Commission to draw up a careful analysis of the results achieved so far in the partnership with the UN; hopes that in its cooperation with the UN on development aid the Community will be able to maintain greater visibility and political responsibility not only in its economic contribution but also by playing a role in decision-making and management;
 3. Considers that the EU should view the UN as a reference point and corner-stone when pursuing its aims and policies regarding development cooperation and Community external action in general;
 4. Takes the view that the EU must make the firm commitment to draw upon its policies and instruments and abide by the UN Charter in seeking solutions to conflicts;
 5. Considers that the Member States and the EU alike must firmly commit themselves to the approach advocated by the UN so as to ensure that the impact of the global economy in an increasing number of areas, which is making itself felt especially acutely where the less developed countries are concerned, can be tackled successfully; points out that the UN should be considered to have a central role to play in laying down and implementing global regulation in the economic, social, and environmental spheres and as regards

human rights;

6. Is of the opinion that the EU, in agreement with the Member States, should be more actively involved in UN programmes (by taking part at the initial stage, when needs are assessed and appropriate responses worked out, and thereafter, when the decisions are implemented) and that the EU should use the intergovernmental conference (IGC) scheduled for 2004 as the occasion on which to clarify the issues surrounding the legal basis for its external action within the context of international law, and should in particular specify and strengthen the Commission's legal status in international institutions and grant it membership status in the specialised UN agencies in the same way as it is a member of the Food and Agriculture Organisation (FAO); calls, likewise, for the nature of and means available to the Commission delegations to the United Nations to be brought into line with the increasingly important role which they play in implementing EU external action in general, and in the field of development and humanitarian aid in particular, as well as in the area of coordination between the Commission and the 15 Member States, so as to guarantee that EU action in this field is consistent and of global significance;
7. Calls on the Member States to improve substantially their cooperation within the UN and takes a favourable view of the moves hitherto undertaken to that end; calls on the Commission to use all the means available to its External Service, and in particular its delegations in New York and Geneva, in order to step up this cooperation in defining development strategies and in programming and implementing actions in the fields of development and humanitarian aid, to ensure maximum consistency with the objectives of Community policy; this would optimise the impact and effectiveness of UN actions while improving the visibility of the Member States and the Union with regard to development aid, for which they are the main sources of funding;
8. Reiterates the need for EU Member States to enhance their ability to present common positions in the UN agencies, thus realising the potential for increased European influence;
9. Believes that the EU, which is the world's first trading power, should take on the role of 'locomotive' in world economic development, by encouraging the sustainable development of non-member countries, working with specialist UN agencies and in close cooperation with economic operators in developing countries to ensure the utmost consistency and effectiveness of action taken in the interest of those countries;
10. Maintains that an effective partnership between the UN and the EU must be fostered, and action taken to align the administrative structures and procedures of the two institutions, essentially on three distinct levels, by:
 - intensifying the strategic political dialogue with a view to drawing up policies and programmes, starting forthwith where food aid and development are concerned;
 - intensifying cooperation on the ground in the developing countries in order to bring operations into a coherent complementary relationship;
 - establishing a stable financial framework, to enable relations between the two

institutions to be based on coherent financial principles and rules, and drawing up a new framework agreement;

11. Agrees with the Commission approach whereby the Commission will be called upon to take the first step towards effective cooperation by selecting the most suitable partners within the UN system on the basis of comparative advantage and transparent criteria (operational capability, management performance, efficiency, and accountability of the partners);
12. Considers that appropriate measures should be taken to improve knowledge of and contacts with the UN and its agencies among the staff of the Commission;
13. Urges the Commission to ensure that full use is made, and maximum benefits reaped, from the existing extensive network of field offices within the UN family, notably by providing financial support to high-quality UN interventions in areas of significance to EU development cooperation efforts;
14. Stresses that a precondition for increased cooperation between the EU and the UN at field level is the rapid completion of the processes of decentralisation and deconcentration of management and decision-making to EC external delegations; considers that the very hierarchical structure of EU decision-making has been a hindrance for effective field level cooperation in the past, whereas most UN agencies and programmes authorised far-reaching decentralisation of decision-making to the country level several years ago;
15. Maintains that the country strategy papers must be coordinated with the UN assessments of the countries concerned so as to make for a strategy and implementation consistent with development aid; points out also that a common system and methodology should be devised to enable checks to be made on the impact and quality of the results achieved in the areas in question, using the same or at least similar and compatible performance indicators; considers that these assessment methods should primarily incorporate the qualitative aspect of aid and its contribution to conflict prevention;
16. Urges the Commission and its delegations to avoid different interpretations of the 1999 EC-UN Framework Agreement;
17. Recognises that there are obstacles in the existing rules that prevent the EU from co-financing UN programmes and agencies and hopes that the current revision of the relevant regulation will enable the funding for programmes carried out by UN agencies to be placed on a more predictable and lasting footing, without neglecting the imperatives of transparency, a high profile, and checks on the use of Community funds; underlines as well the importance of ensuring the compatibility of operational rules and guidelines within the EU and UN systems, thereby facilitating a predictable and stable partnership between the two entities, including a consistent framework for financial support;
18. Considers that one of the crucial areas in which the partnership should be implemented is situations in which emergencies and crises tend to become protracted and emergency aid has to dovetail with rehabilitation and development; in an extremely precarious social and economic context, the need for these two forms of assistance to operate synergistically increases the need for cooperation and coordination to pave the way for a smooth

transition from one type of aid to the other and for effective action for the entire duration of the crisis;

19. Expresses its concern about the generally poor performance of the international community in responding to major disasters in different parts of the world and calls upon the EU and the UN - in the context of the emerging partnership - to work towards vastly improving preparedness as regards major disasters, e.g. through establishing joint rapid response units in different regions of the world;
20. Considers that a further area in which the EU and the UN need to coordinate their action more closely is assistance to internally displaced persons and the like, the aim being to deal with them in a combined approach enabling aid programmes to be drawn up and funding provided jointly;
21. Welcomes the Commission's involvement in the 2002 consolidated inter-agency appeal 'Reaching the Vulnerable' and hopes that its future contribution can serve to enhance the strategic character of this humanitarian aid planning tool, produce solutions to existing problems, and enable all those who deliver humanitarian aid to participate on a broad basis;
22. Calls on the Commission to involve social movements and movements representing civil society actively and democratically throughout the process so as to guarantee the most effective use of development aid and fight poverty on a broad scale;
23. Urges the Commission, before the UN holds any conferences or special meetings on specific subjects, to submit a document on the subject in question to enable Parliament and the Council to draw conclusions with respect to policy, in order to bring the positions of the EU and its Member States into a complementary relationship and also pave the way for the adoption of ambitious but feasible action programmes;
24. Calls on the Commission to provide specific information in its annual report on cooperation policy on the progress achieved as regards partnership with the UN;
25. Expresses its concern at the fact that the UN Integrated Regional Information Network report on the role of economic operators in developing countries in conflict-stricken regions, published on 12 April 2001, uncovered evidence of a link between the economic interests based primarily on the illegal exploitation of a region's natural resources and the continuation of armed conflicts in that region; would like to see a follow-up study conducted, focusing mainly on the activities of European undertakings in these regions, and asks that the findings thereof be made public;
26. Instructs its President to forward this resolution to the Council, the Commission, the United Nations Secretariat, the United Nations Children's Fund (Unicef), the United Nations Development Programme (UNDP), the World Food Programme (WFP), the Office of the United Nations High Commissioner for Refugees (UNHCR), and the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA).

EXPLANATORY STATEMENT

1. INTRODUCTION

The Commission document dates back to early May 2001 and was already mentioned in the conclusions issued after the Development Council of 31 May 2001.

The communication is confined to development and humanitarian aid policy and therefore does not cover security, peacekeeping, conflict prevention, and crisis management, which the Commission says will be dealt with in a future communication. Given the importance of these matters for development policy, it is consequently regrettable that the Commission has not taken an all-inclusive, holistic approach to EU-UN cooperation, especially since many of the conclusions proposed for the different areas could undoubtedly apply to all areas. Furthermore, it is common knowledge that the UN is responsible first and foremost for international peacekeeping and security.

According to the communication, as far as development and humanitarian affairs are concerned, the EU interacts with the UN at two main levels:

- (a) at the political/policy-making level;
- (b) at the operational level, i.e. involvement in specific UN projects and activities.

The communication also makes the point that the EU's annual contributions in recent years to UN-administered development and humanitarian aid projects have totalled more than EUR 350 m. However, this funding stems from a case-by-case kind of cooperation that can accurately be termed *ad hoc* because there is no strategic approach that could form the basis of a solid partnership.

The document also refers to some principles to be observed with a view to strengthening cooperation between the EU and the UN:

- (i) selectivity, that is to say, cooperation should focus on areas in which it would be possible to generate value added;
- (ii) predictability, to enable the priority areas for cooperation to be determined on a long-term basis, which would, in addition, make for a foreseeable flow of EU financial contributions and for greater stability in the programmes;
- (iii) active presence, in other words, the EU should step up its involvement in the programming and work of UN bodies and agencies selected in advance.

The communication likewise specifies the administrative arrangements needed to achieve the above aims:

- the current negotiations on a 'verification clause', whereby EC supervisory authorities would have proper access to information on the use of Community funds, must be brought to a satisfactory conclusion;
- the 1999 EC-UN framework agreement should be renegotiated with a view to changing to

an approach oriented more directly towards co-financing operations, output-based budgeting, and upstream programme financing.

2. IMPORTANCE OF THE UN AND ITS AGENCIES

The recent developments in the international economy and new technologies have led to a marked trend towards globalisation.

This report will not discuss the globalisation now under way, either as regards its economic aspect or as regards the close-knit network of connections underlying it, which tend to ignore or go beyond traditional political or geostrategic thinking and, moreover, the conventional means by which societies are regulated.

On the other hand, the new face of world politics emphasises the growing need to strengthen the role of international institutions and international law to enable them to counter and rise above the domination of lobbies and vested interests (normally associated with the more powerful countries) and prevent globalisation from being established for all time as the ideology and lever of clearly defined groups and interests.

At the same time, international institutions also have to be governed by principles of legitimacy, representativeness, and transparency.

Only in that way will they be able to play a decisive role to the full, according to a spirit of solidarity and democracy, to tackle the problems confronting us on a world-wide/global scale, whether they have to do with wealth creation and distribution, capital movements, intercultural dialogue, the environment, human rights, conflicts, or new technologies.

Your rapporteur believes that – despite its notorious inadequacies, the modest scope of its action, the imperfection of the procedures which it sometimes employs, and even the criticisms that can in general be levelled at it – the UN, together with its agencies, can be and certainly is an authority with an irreplaceable part to play in solving these problems and establishing an international order in which fairness, justice, and solidarity will be the guiding criteria.

That is why consolidating and strengthening the role of the UN, which must be subject to more democratic procedures, enjoy greater freedom of action, and have sufficient resources and appropriate ways of working, is a path that will have to be followed if that new international order is to be attained.

However, your rapporteur also wishes to point out that the role and importance of the UN, not least in gradually bringing about global concepts of security, prosperity, progress, and peace, cannot be at odds with, but on the contrary should complement the role of national governance and also the responsibilities which have increasingly been conferred on regional authorities.

Although it is necessary to implement forms of global regulation, move towards world-wide political coexistence, and guarantee progress and enable its fruits to be shared fairly, it is likewise essential to bear in mind that the national framework still constitutes the main foundation on which democratic legitimacy and the participation of citizens are built and the

regional context is emerging as a new reality which is tending to expand and must consequently be taken into account, not least as a sphere in which national viewpoints can converge.

3. EU-UN COOPERATION

In the first place, the importance of the matter has to be recognised. To attain the goals of coherence and complementarity and make humanitarian aid and development operations as effective as possible, all action should be coordinated, whether it is carried out by Member States, the Community, the United Nations, or other non-governmental players.

The UN undoubtedly has the legitimacy and the right machinery to tackle the challenges of development and humanitarian crises at global level. That notwithstanding, the point which has been emphasised, for instance in various Court of Auditors reports on external aid, is that the Community does not coordinate its action with other donors. Although it is true that the situation has lately been tending to improve as regards coordination of Community aid with the aid provided by Member States (in particular on account of the 'country strategy papers'), it is none the less the case that coordination with the UN is virtually non-existent, a finding spelt out very plainly in the Court's last report, relating to the 1999 financial year. The Commission communication, however, does not put forward any specific proposals, but confines itself to some general remarks.

We believe that the EU should first of all take a clear decision, based on a Commission proposal, as to the UN agencies and programmes which it considers to constitute a priority and must consequently finance over the long term. The proposal should be based on the criteria set out in the communication, although matters such as sound project management, transparency, accountability for the use of funds, and a high profile should likewise be regarded as criteria to be met if the Commission is to finance such agencies and programmes under long-term arrangements.

Another important point relates to the influence which the Community should wield as regards UN programme machinery and planning. The communication maintains that the Member States need to coordinate their positions and speak 'with one voice' in UN bodies. What is needed above all is to flesh out a different approach and not simply repeat what has been said time and time again. Annex 2 of the communication, which summarises the EU's cooperation with 'UN development and humanitarian entities', shows that the Community has a very modest status – that of a mere observer – in most UN agencies (except the FAO, of which it is a full member, and the WFP, in which it is a 'privileged observer'). We therefore believe that this question needs to be considered and resolved once and for all, as the problems will otherwise continue; the EU's presence and influence within international organisations must be more commensurate with its political weight and the size of its financial contribution to these organisations.

4. CONCLUSION

Given that, at the present time, there is a broad measure of agreement about the declared aims of development cooperation and humanitarian aid policies, the challenges and the goals charted in the Millennium Declaration must be taken duly into account, but the available financial resources are scarce (and overlapping of tasks and means should accordingly be avoided), the failure to give practical expression to an effective partnership between the United Nations and the EU institutions would be incomprehensible.

Cooperation of this type, however, has to be implemented, and the advances brought about by closer cooperation and coordination will need to make themselves felt in three key areas.

The first such area is a more intensive political dialogue: development policy priorities, sustainable development, and protection of human rights are some of the subjects to be encompassed within a common agenda for the EU and the UN.

Secondly, cooperation needs to be intensified in the countries that receive international aid, and the existing operational tools coordinated more effectively. The country strategy papers are a particularly useful means to that end and should be linked to the other documents produced by the UN on the countries in question. Furthermore, joint, or at any rate similar and compatible, measures should be taken to enable the quality of the results achieved to be assessed on the basis of performance indicators.

Thirdly, a stable financial framework should be established for relations between the UN and the EU to ensure that cooperation can be pursued effectively in accordance with common principles and rules enabling external aid to be optimised and hence to reach the men and women who need it. This is a course of action that would undoubtedly help to combat poverty and pave the way for development.

3 April 2002

OPINION OF THE COMMITTEE ON FOREIGN AFFAIRS, HUMAN RIGHTS, COMMON SECURITY AND DEFENCE POLICY

for the Committee on Development and Cooperation

on EU/UN relations: an effective partnership in the fields of development and humanitarian affairs

(COM(2001) 231 – C5-0396/2001 – 2001/2154 (COS))

Draftsman: Giovanni Claudio Fava

PROCEDURE

The Committee on Foreign Affairs, Human Rights, Common Security and Defence Policy appointed Giovanni Claudio Fava draftsman at its meeting of 12 September 2001.

It considered the draft opinion at its meetings of 23 January 2002 and 25 February 2002.

At the meeting of 26 February 2002 it adopted the following conclusions by 51 votes to 0, with 4 abstentions.

The following were present for the vote: Elmar Brok, chairman; Baroness Nicholson of Winterbourne (first vice-chairman), Geoffrey Van Orden (second vice-chairman), Christos Zacharakis (third vice-chairman); Giovanni Claudio Fava, draftsman; Ole Andreasen, Alexandros Baltas, Michael Cashman (for Sami Naïr), John Walls Cushnahan, Rosa M. Díez González, Pere Esteve, Pernille Frahm (for André Brie), Michael Gahler, Jas Gawronski, Vitaliano Gemelli (for Franco Marini), Alfred Gomolka, Vasco Graça Moura (for José Pacheco Pereira), Ulpu Iivari (for Raimon Obiols i Germà), Marie Anne Isler Béguin (for Per Garhton), Efstratios Korakas, Joost Lagendijk, Catherine Lalumière, Armin Laschet, Jo Leinen (for Magdalene Hoff), Nelly Maes (for Reinhold Messner), Hanja Maij-Weggen (for Alain Lamassoure), Pedro Marset Campos, Miguel Angel Martínez Martínez (for Demetrio Volcic), Emilio Menéndez del Valle, Philippe Morillon, Pasqualina Napoletano, Arie M. Oostlander, Doris Pack (for Gunilla Carlsson), Jacques F. Poos, Mechtild Rothe (for Hannes Swoboda), Lennart Sacrédeus (for Gerardo Galeote Quecedo), Jannis Sakellariou, José Ignacio Salafranca Sánchez-Neyra, Jacques Santer, Amalia Sartori, Jürgen Schröder, Elisabeth Schroedter, Ioannis Souladakís, Ursula Stenzel, The Earl of Stockton (for Hugues Martin), David Sumberg, Ilkka Suominen, Charles Tannock, Maj Britt Theorin (for Linda McAvan), Gary Titley (for Jan Marinus Wiersma), Bob van den Bos, Johan Van Hecke, Paavo Väyrynen, Karl von Wogau and Matti Wuori.

SHORT JUSTIFICATION

A number of EU Member States have been members of the United Nations since the latter's establishment in 1945. Each of these countries has had its own individual relationship with the UN, with diverse experiences over the years, which have been marked by radical changes in the international political and socio-economic context (end of the Cold War, technological revolution, globalisation, international terrorism, etc.). Since 1974 the European Community has had a seat as permanent observer to the UN (General Assembly and ECOSOC) and was later granted full-member status in the FAO (Food and Agriculture Organisation of the United Nations).

At this initial stage the Community played a modest role, given its somewhat limited room for manoeuvre and the varying degrees of influence of the Member States, two of which (France and the United Kingdom) each have a seat on the UN Security Council, which is undoubtedly the nerve centre of the UN.

Since the establishment of the common foreign and security policy (CFSP) in 1992 and as the EU began to assert its desire to assume a political leadership commensurate with its economic status and ambitions for political integration, relations with the UN entered into a more dynamic phase. Faced with worldwide challenges and aware of the importance of its financial contributions to the UN budget - which account for almost half of all financing of UN funds and programmes by UN Member States - the European Union has confirmed its interest in strengthening its ties with the UN by seeking fresh momentum in the area of cooperation and a more active role. The notion that EU/UN relations are increasingly being governed by this new dynamic is borne out by events such as the EU Troika meeting with the UN Secretary-General in September 2000 – the first of its kind, active EU participation in the UN Millennium Summit and the European Parliament's hosting in May 2001 of the Third UN Conference on the Least Developed Countries. There are three major areas of cooperation: peacekeeping and crisis management, development aid and humanitarian aid.

The Commission's communication to the Council builds upon this and sets out a blueprint for UN-EU partnership. At this initial stage, it focuses on the opportunities for enhanced cooperation in the area of development and humanitarian aid, stressing the added value which such cooperation brings to all parties concerned: the EU, the UN and the beneficiary countries. While this might seem perfectly legitimate, it is still far from being a true partnership, which, in order to work effectively would require greater collaboration between the Community and its Member States as well as between the Community and the United Nations. EU influence on the decision-making process is, given its status, limited, but a greater impact should be made on the programming and implementation of UN actions which are co-financed by the Community and efforts should also be made to draw greater attention to action taken by the EU and its Member States. Over the years, the UN has built up a large network of agencies, funds and programmes providing a unique framework for tackling the challenges which need to be met on a world scale. Likewise, the European Union has progressively gained experience in the area of commercial policy, development aid and human rights by upholding a social model based on the principle of solidarity and respect for humanistic values. The conclusions of the UN Millennium Summit, which mapped out the future direction of the UN, show that there is a broad consensus over the objectives and fundamental strategies to be pursued in such pivotal areas of the work of the two

organisations. However, the instruments for political cooperation between the UN and the EU are not yet equal to such a task. The proposed partnership should therefore involve the implementation of cooperation measures at all possible levels, while developing full potential.

CONCLUSIONS

The Committee on Foreign Affairs, Human Rights, Common Security and Defence Policy calls on the Committee on Development and Cooperation, as the committee responsible, to incorporate the following points in its motion for a resolution:

- A. whereas, to be effective, a cooperation and development policy must form part of a wider policy whose central aim lies in establishing and/or strengthening democracy and the rule of law,
- B. whereas the modern world has to face considerable challenges in order to secure peace, security and well-being for all its peoples,
- C. whereas the priority aim of the CFSP must be the globalisation of freedom, democracy and the rule of law as a necessary accompaniment to the economic globalisation process under way,
- D. whereas effective development cooperation is one of the prerequisites for establishing conditions of fair and lasting peace in the world,
- E. whereas the situation in the least developed countries is worsening and the gap widening between the development levels of developed countries and those of the least advanced countries (LAC), whose average GDP has decreased by a ratio of 1 to 100 compared to that of industrialised countries,
- F. whereas the financial contribution of the EU Member States to the UN budget accounts for 37% of the UN general budget and 40% with regard to peacekeeping operations, while the gross national product of the EU Member States accounts for 28% of world GNP,
- G. whereas UN and EU actions relating to crisis management, peace building and poverty alleviation have similar objectives and priorities, making the two organisations natural allies,
- H. mindful of the European Union's wish to strengthen its role as a political player on the international scene and of the efforts under way at the Commission and in the Member States to adapt their external services accordingly,
- I. whereas the resolution of conflicts must abide by the United Nations Charter,
- 1. Believes that the European Union ought to increase appreciably its degree of political involvement and political initiative in global governance by playing a more active and

effective role at the UN and in the different UN agencies and programmes; in this regard, sees the need to strengthen and to allocate further resources and political authority to the Commission's Delegation to the United Nations and to make a more explicit and specific commitment to the various ongoing UN initiatives aimed at promoting peace and development and fighting poverty in the world;

2. Calls on the Commission to draw up a careful analysis of the results achieved so far in the partnership with the United Nations; hopes that in its cooperation with the UN on development aid the Community will be able to maintain greater visibility and political responsibility not only in its economic contribution but also by playing a role in decision-making and management;
3. Takes the view that the European Union must make the firm commitment to draw upon its policies and instruments and abide by the United Nations Charter in seeking solutions to conflicts;
4. Believes that the EU should use the IGC scheduled for 2004 as the occasion on which to clarify the issues surrounding the legal basis for its external action within the context of international law, and should in particular specify and strengthen the Commission's legal status in international institutions;
5. Reiterates that the European Union must assume a level of political responsibility commensurate with its economic importance, its role as an international donor and sponsor and its political integration process; to that end, it must develop to the full those mechanisms which, within the context of reform of the Commission's External Service and the European Parliament's proposals for a common European diplomacy, will guarantee coordinated external action between the Union and its Member States in their relations with third countries and in their dealings in multilateral bodies;
6. Calls on the Member States to improve substantially their cooperation within the United Nations and takes a favourable view of the moves hitherto undertaken to that end; calls on the Commission to use all the means available to its External Service, and in particular its delegations in New York and Geneva, in order to step up this cooperation in defining development strategies and in programming and implementing actions in the fields of development and humanitarian aid, to ensure maximum consistency with the objectives of Community policy; this would optimise the impact and effectiveness of UN actions while improving the visibility of the Member States and the Union with regard to development aid, for which they are the main sources of funding;
7. Believes that the EU, which is the world's first trading power, should take on the role of 'locomotive' in world economic development, by encouraging the sustainable development of non-member countries, working with specialist UN agencies and in close cooperation with economic operators in developing countries to ensure the utmost consistency and effectiveness of action taken in the interest of those countries;

8. Supports the proposal by the Food and Agriculture Organisation of the United Nations (FAO), of which the EU is a full member, to create a financial mechanism with a budget allocation of USD 98 million aimed at helping the least developed countries enhance food security and product quality and seek to reverse the dramatic decline in their exports from 5% in the 1970s to approximately 1% in 1996-98;
9. Considers it a priority to combine the efforts of the UN, the EU and its Member States to combat poverty in the world, which is a scourge but is not inevitable; welcomes the Union's decision to cancel the debt of USD 60 million contracted by the ACP countries under the Lomé Convention; hopes that the Member States will cancel the debt of the poorest third world countries through the Heavily Indebted Poor Countries Initiative, where this is linked to democracy, good governance and respect for fundamental human rights, and congratulates Member States such as Luxembourg, the Netherlands, Sweden and Denmark for achieving the UN target of 0.7% of GDP for aid donation;
10. Expresses its concern at the fact that the UN Integrated Regional Information Network report on the role of economic operators in developing countries in conflict-stricken regions, published on 12 April 2001, uncovered evidence of a link between the economic interests based primarily on the illegal exploitation of a region's natural resources and the continuation of armed conflicts in that region; would like to see a follow-up study conducted, focusing mainly on the activities of European undertakings in these regions, and asks that the findings thereof be made public;
11. Encourages the more frequent organisation of UN fact-finding missions in crisis-stricken regions and considers it desirable for the EU to be involved in such missions to the greatest possible extent, in order to decide in due course whether or not to deploy international security and police forces and to provide access to the more vulnerable civilian populations, thereby ensuring their protection; stresses the importance of the work of the media both before and after such missions, on which the necessary support of public opinion largely depends, as does the image and credibility of the UN and the EU.