



EUROPEAN PARLIAMENT

2009 - 2014

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*Committee on Development*

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**2013/2146(INI)**

21.1.2014

# **OPINION**

of the Committee on Development

for the Committee on Foreign Affairs

on the EU comprehensive approach and its implications for the coherence of  
EU external action  
(2013/2146(INI))

Rapporteur: Enrique Guerrero Salom

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## SUGGESTIONS

The Committee on Development calls on the Committee on Foreign Affairs, as the committee responsible, to incorporate the following suggestions in its motion for a resolution:

1. Stresses the importance of effective coordination and coherence in the European Union's external action; agrees with the view that the development, political and security spheres are interdependent and that the added value provided by the EU in responding to complex emergencies lies in its ability to create cross-sectoral and interinstitutional synergies in order to deliver sustainable results on the ground and achieve long-term strategic objectives;
2. Welcomes the Joint Communication of 11 December 2013, 'The EU's comprehensive approach to external conflict and crises' (JOIN(2013)0030), which represents an opportunity to clarify and operationalise this approach in the new post-Lisbon institutional setting, as well as to consolidate the EU's commitment to a comprehensive framework for its work in the field of external relations; acknowledges the considerable challenges inherent in promoting and implementing such an ambitious policy; welcomes, in particular, the emphasis it places on the link between security and development, which should be a key underlying principle in the application of a comprehensive EU approach;
3. Strongly supports the notion of a more coherent external action; stresses that the EU should not adopt a narrow definition of the comprehensive approach; welcomes the fact that the Joint Communication promotes an understanding of the comprehensive approach that covers all stages of the cycle of conflict or other external crisis through early warning and preparedness, conflict prevention, crisis response and management to early recovery, and stabilisation and peace-building to help countries get back on track towards sustainable and long-term development; is highly concerned at the possibility that foreign policy objectives might dominate over development principles and principled humanitarian action;
4. Welcomes the reference in the Joint Communication to the specific principles of development assistance and humanitarian action that should underpin the action of the EU through the comprehensive approach; calls on the EEAS, the Commission and the Member States to ensure that the integration of development policies and humanitarian assistance into the comprehensive approach duly respects the principles of those policies, to which the EU is committed;
5. Recalls that Article 208 of the Treaty on the Functioning of the European Union (TFEU) establishes the principle of Policy Coherence for Development (PCD), and emphasises the potential for tension between PCD on the one hand and the comprehensive approach to crisis management outside the EU on the other; stresses that the main goal of the EU's development policy is the eradication of poverty and that it is therefore essential that anti-poverty objectives are not marginalised in EU foreign policy and that the comprehensive approach does not erode the civilian character of development cooperation; expresses its concern over the pressure which could potentially arise from the integrated pursuit of foreign policy objectives to allocate development assistance to areas of strategic priority; takes note of the fact that the Joint Communication entrusts the HR/VP and the President of the Commission with the responsibility to ensure strategic and operational coherence in

external relations, including regarding the external impact of internal policies; calls on the HR/VP and the President of the Commission to commit to doing so;

6. Reminds that both Article 214 TFEU and the European Consensus on Humanitarian Aid of 2008 protect principled humanitarian action; calls for the safeguarding of the humanitarian principles of humanity, neutrality, impartiality and independence which are crucial for both the effectiveness of humanitarian action and the safety of its actors; stresses firmly that counter-terrorism and security agendas must not undermine the ability of humanitarian actors to deliver assistance, and that humanitarian aid should under no circumstances serve political ends or be considered a crisis management tool; points out that to obtain access to populations in need humanitarian aid must not only be neutral but also be perceived as such; while acknowledging that a needs-based humanitarian delivery should be kept separate, calls for wider engagement with the humanitarian actors in order to define better the parameters of their relationship with the comprehensive approach;
7. Is of the view that there is a strong link between development and conflict prevention, as poverty is often a prime source and outcome of conflict; stresses that prevention contributes to peace, security and sustainable development; welcomes the focus on prevention in the Joint Communication, and calls for the enhancement of the EU's early warning systems; calls on the EU to continue to support countries in situations of fragility, in order to address the root causes and establish functioning and accountable institutions that can deliver basic services and support poverty reduction; underlines the need to draw up an EU strategy for fragile states, which would integrate into the EU system both the OECD-DAC fragile states principles and the objectives of the 'New Deal for Engagement in Fragile States' agreed in Busan in December 2011;
8. Welcomes the commitment to a long-term strategy expressed in the Joint Communication, since only a long-term engagement together with sustainable development can promote peace and security; calls for better coordination of the short-term and long-term objectives of EU policies, paying due regard to the views of the stakeholders at local level;
9. Stresses that, in order to be effective, the EU comprehensive approach should be based as fully as possible on joint analysis, assessment and planning across the EU system, with a clear division of responsibilities; points out, in this context, the importance of joint programming as a tool of achieving coherence in external action.

## RESULT OF FINAL VOTE IN COMMITTEE

<b>Date adopted</b>	21.1.2014
<b>Result of final vote</b>	+: 23 -: 1 0: 0
<b>Members present for the final vote</b>	Thijs Berman, Michael Cashman, Ricardo Cortés Lastra, Véronique De Keyser, Leonidas Donskis, Charles Goerens, Mikael Gustafsson, Filip Kaczmarek, Miguel Angel Martínez Martínez, Gay Mitchell, Norbert Neuser, Bill Newton Dunn, Maurice Ponga, Jean Roatta, Birgit Schnieber-Jastram, Michèle Striffler, Alf Svensson, Keith Taylor, Ivo Vajgl, Iva Zanicchi
<b>Substitute(s) present for the final vote</b>	Philippe Boulland, Emer Costello, Enrique Guerrero Salom, Cristian Dan Preda