

COUNCIL OF THE EUROPEAN COMMUNITIES

COMPILATION OF TEXTS

**ADOPTED BY THE COUNCIL
(MINISTERS FOR DEVELOPMENT COOPERATION)**

1 January 1981 — 31 December 1988

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INTRODUCTION

At their six-monthly Council Meetings, Development Ministers spend a substantial part of their time looking at general and specific topics in order that Community action on them can be modified or added to in the light of experience, or of changed ideas or needs.

This brochure, which will be updated regularly, brings together the main guidelines, conclusions and resolutions adopted by the Council over the last eight years, arranged according to subject matter.

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ADOPTED BY DEVELOPMENT COUNCILS
SINCE 1981**

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HUNGER AND FOOD SECURITY

COUNCIL RESOLUTION OF 28 APRIL 1981 ON HUNGER IN THE WORLD

The Council again discussed the world food situation and expressed its very grave concern on the matter. The food-supply situation is characterized by the persistence of major imbalances to the detriment of the poorest developing countries and the worst-off groups of people and by increasingly intolerable rises in both the volume and cost of food imports for most developing countries.

It noted with particular concern the unfavourable trends in the food situation in certain regions of the world, particularly, in the African countries party to the Lomé Convention, and hopes, that the joint awareness of the seriousness of the problems facing those countries will lead to increased co-operation between the Community and the ACP States concerned in order to overcome a situation which, in addition to its unacceptable human aspects, poses a serious threat to the economic and social development of the latter.

These considerations led the Council to reaffirm its determination that the Community should make a very positive contribution towards solving the problems and to reiterate the guidelines laid down in the Resolutions it adopted on 18 November 1980 defining the Community's overall approach to the fight against hunger in the world and on the use of Community food aid to attain food-security objectives in the developing countries.

After examining the Community's follow-up to this Resolution and to the European Parliament's resolution on hunger in the world, the Council:

- took note of the decision to extend the Wheat Trade Convention for 2 years. It hopes, nevertheless, that negotiations for a new Convention can be resumed in the near future;
- was pleased that the Food Aid Convention had been extended: this meant that the Community had extended for the next two years its 1980 commitment to increase its cereals-aid commitments to 1 650 000 tonnes for 1980-1981;
- reaffirm its support for measures which might be developed as part of Community financial and technical aid to assist those countries which so wished to work out and introduce national food strategies. It reaffirmed

its intention to use food aid together with other Community aid instruments to help achieve the conditions necessary to realize recipients' plans for greater food and agricultural production:

- took note of the Commission proposals indicating the place which the topic of agriculture and food should occupy in the North/South discussions and expressed the hope that the current work in the Council on these proposals might lead as soon as possible to a common position on the various aspects of this subject.

COUNCIL RESOLUTION OF 3 NOVEMBER 1981
ON AID TO AGRICULTURAL PRODUCTS
AND FOOD AID

I. INTRODUCTION

The Council of Ministers for Development decided at their meeting on 28 April to conduct a periodic stocktaking of Community aid with the aim of improving its effectiveness. It was decided that the first such exercise should be conducted at the "Development" Council in the second half of 1981.

At the suggestion of the Presidency, the Member States agreed to limit the first stocktaking to Community aid to agricultural production, taking account of the influence of food aid on food production.

Hunger is one of the most serious and pressing problems facing the developing countries - and the situation is getting worse. The Community has recognized the vital importance of effective action to deal with it. The Council's Resolutions on aid and the European Parliament's resolution have made a valuable contribution to the formulation of Community policies. The Council has taken note of the Parliament's Resolution of 17 September 1981 on the evaluation of Community development policies. The Italian Government recently took an important initiative within the Community on the subject of hunger in the world.

The main elements of the Community's contribution to alleviating the problem of hunger are:

Commitments (\$ US millions)

	1975	1976	1977	1978	1978	1980 (3)
1. Community food aid (1)	206	247	199	281	356	409
2. Community aid for agriculture (2)	63	168	292	234	340	344
3. Community aid total	487	791	1 065	1 149	1 787	1 816
4. Agriculture aid as a percentage of total aid	12,9	21,2	27,4	22,1	19,0	18,9

This reflects also, of course, the priorities of the developing countries themselves, since the sectoral allocation of the greater part of Community aid is agreed with them.

The Community has a particular responsibility to ensure that the considerable assistance which it provides in the form of aid to agricultural production and food aid is used as effectively as possible to relieve hunger and improve the self-reliance of recipient countries.

-
- (1) at world prices
 - (2) in the wide OECD sense
 - (3) provisional figures

A large number of relevant studies have been conducted on the Community's policies in this sector. The Commission is working on others. There has also been an important joint study by ACP and EEC experts in this field. The following recommendations are intended to improve the effectiveness of the Community's efforts to cope with the problem of hunger.

II. CONCLUSIONS AND RECOMMENDATIONS

1. PRIORITY FOR THE AGRICULTURE AND FOOD SECTORS

In the present alarming situation the Community reaffirms the priority which it gives to aid for the agriculture and food sectors. This priority should be reflected throughout its aid programmes in a consistent manner, bearing in mind that the greater part of the Community's aid priorities have to be determined in consultation with the developing countries themselves.

2. THE PLACE OF AID TO AGRICULTURE AND FOOD IN THE DEVELOPMENT POLICIES OF BOTH THE COMMUNITY AND THE RECIPIENT STATES

The Community's aid to agricultural production as well as food aid must be considered in the context of its overall development co-operation policy. Aid to agricultural production will be effective only if it is integrated into the developing countries' wider policies on social and economic development. It also requires a stable and satisfactory framework of supporting policies and adequate structures, and above all a food sector strategy, which should ideally be harmonized with those of neighbouring countries and meet regional needs.

3. THE ADOPTION OF FOOD SECTOR STRATEGIES BY THE DEVELOPING COUNTRIES

An important contribution which the Community can make to improving the effectiveness of its aid in this sector is to encourage and provide assistance for the adoption of food sector strategies. These should pay particular attention to:

- production policy, which determines whether crops should be produced for food or cash;
- pricing policies, which balance the consumer's need for adequate supplies at reasonable prices with encouraging financial returns for the producer, and

- marketing and distribution policies, which ensure both the necessary inputs and an infrastructure capable of handling output.

The Community should use all the instruments available so as to persuade developing countries to adopt such strategies. In this respect, the Community should, in making decisions on food aid, take account of the extent to which the recipient countries agree to integrate food aid in their food sector policy or strategy. Among other means, the use of counterpart funds, where appropriate, to promote this objective should not be neglected.

4. BALANCE BETWEEN AID TO AGRICULTURAL PRODUCTION AND FOOD AID

The Community should continue to make a substantial contribution to the food security needs of the developing countries. The right balance must be struck between aid to agricultural production and food aid. Food aid can contribute to the maintenance of well-managed and economically justified reserves and buffer stocks, and there is a useful role in this respect for multiannual programmes. The Council's agreement on a common position on the food-aid management Regulation, the adoption of which should enable the Community to improve its contribution in this respect, is greatly welcomed, but no less important in contributing to adequate food stocks is help to the developing countries in the elimination of waste and losses from harvests. Actions taken by the Community to help increase production must include measures to improve conservation of products, including at the local level, and of the means of production. There is scope for greater attention to this factor in the Community's aid programmes, though the difficulties of persuading farmers to change their ways should not be underestimated.

5. AVOIDANCE OF ADVERSE EFFECTS OF EXTERNAL FOOD SUPPLIES

At the same time, every effort must be made to prevent external food supplies, including food aid, from having adverse effects such as the depression of producer prices or the masking of poor policies. This can best be achieved by integrating such external food supplies more carefully with national food strategies.

6. MANAGEMENT OF THE FOOD AID PROGRAMME

Ministers took note of the comments by the Court of Auditors on the Community's food aid programme, and look forward to early recommendations for improvements as a result of the analysis being conducted within the framework of the Council. Particular attention should be given to the elimination of delays in implementing actions.

7. SPECIFIC PROPOSALS FOR IMPROVING THE EFFICIENCY OF COMMUNITY AID

The effectiveness of the Community's aid to agricultural production could be further enhanced by attention to the following factors:

- the importance of close consultation with the local beneficiaries of a project. Such consultation is sufficiently important to justify provision for it in financing proposals. NGOs can often play a useful role in this respect;
- rural development programmes, in which social and infra-structural improvements are linked to activities aimed at increasing production, can in carefully defined conditions make a major contribution to accelerated development, but they are difficult to manage and experience with them so far has been disappointing. Community programmes should concentrate further on more gradual and phased development, mainly involving simpler projects. Particular attention should also be given in project planning to the role of women;
- the Community should ensure at the planning and design stage that farmers taking part in an agricultural project will have adequate incentives to increase their production and adequate resources to do so, including access to local financing;
- the Community should take care not to establish projects which will be beyond the financial means of the recipient to take over on completion;
- Community projects should always include training for local replacements for the technical co-operation staff originally administering the projects and provision for them to remain for a

reasonable period. This will often mean greater attention to strengthening appropriate local institutions to carry out programmes and afford continuity.

8. AGRICULTURAL TECHNOLOGY

An area of particular importance is the transfer of relevant agricultural technology, between the Community and the developing countries and among developing countries themselves (the latter applies to quite simple agricultural techniques). The early establishment of the Technical Centre for Agricultural Development, to be set up under the second Lomé Convention, should enable the Community to improve its contribution in this respect. Agricultural technology should, in addition to facilitating increased production and relish yields, pay adequate attention to socio-economic and environmental considerations. Special attention should be given to the selection and reasonable use of pesticides, soil and water conservations, reafforestation with fast-growing trees and pollution control.

9. PRACTICAL APPLICATION OF AGRICULTURAL RESEARCH

The link between agricultural research and its practical implication also needs to be greatly strengthened. In this respect also the Technical Centre for Agricultural Development has a role to play. Extension services should be designed to act as a means by which research workers keep in touch with farmers' needs and through which farmers can inform themselves. Research data should be tested under field conditions to ensure their relevance.

10. MONITORING AND EVALUATION

Regular monitoring and evaluation of the Community's aid in conjunction with the recipient countries is essential. The important role of the Commission's evaluation procedure in this respect is stressed. Evaluation should be regarded as a vital contribution to the more effective design and implementation of policies and operations.

11. IMPORTANCE OF RECIPIENT COUNTRIES' POLICIES

A thread which runs through all these conclusions is the importance of helping developing countries to adopt policies which promote agricultural development. Above all where pricing policies are concerned, these can spell the difference between failure and success. The difficulties are substantial. Since the importance of any individual project in relation to the macro-economic policy of the government concerned is likely to be small. The Community should not try to attach over-ambitious conditions to its support for projects and wherever possible these conditions should be arrived at by agreement.

However, conditions relating to sectoral policies in particular may be necessary and the Community should not shy away, in important cases, from withholding its support for particular projects if it judges that they cannot succeed without a modification of existing policies.

12. SUPPLY OF AGRICULTURAL INPUTS

In the light of the outcome of the studies in hand, the Community should also be ready to consider the supply, in special circumstances, of inputs to agricultural production, e.g. seeds, fertilizers, pesticides. But this can best be considered in the context of adequate sectoral policies in the recipient country and should generally be linked with project aid and technical assistance.

13. IMPROVED CO-ORDINATION OF DONORS

Finally, there is scope for substantial improvement in donor co-ordination, both within the Community and with other donors, including international organizations. Within the Community there is already provision for better co-ordination of bilateral and Community aid with the aim of improving efficiency and quality. More use should be made of these provisions to ensure the most efficient use of resources and to remove duplication. Such co-ordination, which should also extend to monitoring and evaluation, would take place both within the Council framework and between Community representatives in developing countries.

The latter is particularly important. A current experiment in Africa where donors (both within and outside the Community) are to make forward commitments of food aid and the authorities concerned is to introduce new food pricing policies, will be interesting to follow. It may provide a valuable model for co-ordination among donors and with recipients elsewhere, though a still broader approach covering financial and technical aid as well as food aid might also be considered. There is also scope for more regular consultation between the Commission departments and Member States' aid administrations. Individual developing countries should also be encouraged to establish and strengthen mechanisms for donor co-ordination.

**COUNCIL RESOLUTION OF 15 NOVEMBER 1983
ON FOOD AID POLICY**

The Council, having examined the Commission communication entitled "Food Aid for Development", emphasizes the importance of the food problem and of food security in developing countries, and the need to deal with these problems as effectively as possible. It recognizes the provisional nature of the solution constituted by food aid, and recalls in this connection the action taken by the Community in the context of the plan of action to combat hunger in the world, in particular by supporting food strategies, and the encouragement which it is endeavouring to provide for increasing the food self-sufficiency of the countries concerned by supporting their efforts towards autonomous and self-sustained development of their economies, particularly by strengthening their food farming.

The Council is therefore of the opinion that the Community's aid policy, the framework for which is outlined in Council Regulation No 3331/82, would be all the better able to contribute to this aim if it met the following guidelines:

1. The Community's food aid must be integrated as thoroughly as possible into the development policies, and particularly the agricultural and agri-foodstuffs development policies, of the countries concerned.

It is therefore desirable to establish a dialogue with the recipient country. Possible participation of other donors is also to be hoped for. Efforts should be made to ensure that food aid is more consistent with other development measures, and food aid should, as far as possible, be linked with other forms of aid, particularly aid for agricultural production. Greater consistency of Community and national measures, taking account, where possible, of measures by other donors would be necessary here.

2. Every decision to grant food aid should take account not only of quantitative, but also qualitative criteria.

Food aid would continue to concentrate on low income food deficit countries in which food aid may be expected to make an effective contribution to overcoming existing food shortages without excluding the most deprived sectors of the population with special needs in other developing countries, or emergency situations.

3. Multiannual food aid programmes of well-defined duration may, in certain cases and given appropriate detailed arrangements, make a positive contribution to development in the recipient country.

Such programmes are intended to encourage the development of food production and the rural sector, and they should preferably be implemented in countries which intend to take related food self-sufficiency measures. Such programmes may also be envisaged in conjunction with international or non-governmental organizations specializing in development aid.

These programmes will ensure some security of supplies to recipients insofar as those countries at the same time take measures to attain the abovementioned objectives.

The risk of increased and prolonged dependence of the recipients of such aid should be minimized through the integration of such programmes into agricultural and rural development projects or programmes, the aims of which would have to be clearly defined in consultation between the Community and the countries concerned.

In this connection, multiannual programmes would be drawn up following a dialogue with the recipient country on the basis of an assessment of the latter's overall situation, taking account of quantitative and qualitative factors.

The written conclusions of such a dialogue on mutual intentions would have to involve indicating, for each of the countries concerned, the overall aid requirements and conditions for the use of the aid: they could lay down detailed arrangements for the substitution, in due course, of other forms of aid for that aid where the necessary conditions are fulfilled.

As part of the dialogue with the recipient countries, the latter would have to indicate their approach to the use of the aid offered.

Each programme of limited duration (the maximum being five years) and of an indicative nature, would deal with the quantity and type of aid envisaged throughout its duration. The quantity to be supplied would be determined each year by the relevant Community body, taking account inter alia of the requirements of recipients and the resources available for aid of this kind, the programme should also lay down the conditions under which it might be revised or terminated.

The possibility of nutritional programmes on a multiannual basis aimed at certain less-favoured sectors of the population would be examined in due course.

Multiannual programmes would constitute a reasonable share of the annual volume of Community aid.

4. International organizations and NGOs play a very useful and sometimes indispensable role in the matter of food aid. A significant proportion of such aid is supplied through these bodies in particular for regions where for various reasons the Governments do not intervene, or where food aid to refugees and displaced persons is involved. In the latter case the aid, which is frequently vital to those concerned, is distinguished by certain special features. Food aid to refugees has to enable their real needs to be met in a swift, planned manner, while not making their subsequent economic and social reintegration more difficult.
5. The choice and possible diversification of the products to be supplied is of great importance in ensuring the effectiveness of food aid.

The products must in the first place meet the recipients' needs and comparison of different products must take account of the cost/specific nutritional quality ratio (e.g. animal or vegetable protein content, calorific value) and their suitability as regards consumer habits.

The greatest heed should be paid, when selecting products, to possible harmful effects on recipients (particularly the risk of changing eating habits, the risk of permanent dependence upon food or upon expensive food imports, etc).

This being ensured, and subject to increased use of local products (by triangular operations), purchases must first of all take account of products available on the Community market, as provided for in Article 3(1) of the framework Regulation.

6. Triangular operations (the purchase of food products by the Community in a developing country which has products available for export to a country in deficit) are to be encouraged, as trade between neighbouring countries under the above conditions contributes to a system of regional food security.

Triangular operations make it possible, with a view to national development, to meet the needs of the recipients, to fit into a balanced production policy on the part of the supplier developing country and to ensure transport savings where appropriate, without delaying the actual availability of the aid.

7. The balance of payments situation remains one of the factors to be taken into consideration for the granting of food aid to a given country. With a view to development, support of the balance of payments cannot in any eventuality be the objective of such aid, but it can in certain circumstances usefully contribute to relieving the financial burden on the country concerned.

Care should be taken to avoid food aid having the result of providing a disincentive to efforts to develop local production or giving rise to difficulties counter to the efforts of the recipient countries to re-establish their balance of payments by other appropriate means.

8. Counterpart funds ought not to be the primary justification for food aid. They must in principle be used for financing the implementation and/or the operation of agricultural development projects or programmes in recipient countries in order to support a policy of food self-sufficiency.

Greater consistency between Community and national measures should also be considered here.

Checks on the use of counterpart funds should be improved wherever possible, in particular under multiannual programmes, in the interests of the recipient country's development. The Commission will each year provide the necessary information on the use of counterpart funds.

9. The Council acknowledges the importance of examining, on the basis of a proposal to be made by the Commission on the general criteria relating to the transporting of aid beyond the FOB stage, in the light of practice and from the point of view of the effectiveness of aid, the question of the Community bearing the cost of transporting food aid.

10. In the light of experience and in due course the Commission will submit a communication to the Council on the results achieved in implementing these guidelines in order to enable the Council to make any adjustments to it which may prove necessary.

**COUNCIL RESOLUTION OF 6 NOVEMBER 1984
ON FAMINE IN AFRICA**

THE COUNCIL,

Seriously concerned about the famine which is affecting millions of people in Ethiopia as well as in several of the Sahel countries, in Kenya, Sudan and certain countries of Southern Africa;

Taking note of the significant emergency food and financial aid measures already taken by the Community and the Member States as a contribution towards relieving the situation;

Noting that the Community has already undertaken, in April 1984, an emergency plan of almost ECU 80 million aimed at alleviating the dramatic consequences of the famine in several of these countries, having already at the end of 1983 initiated swift and sizeable aid to Mozambique;

Recalling that so far in 1984 the Community has been the major donor to Ethiopia with aid amounting to ECU 43,8 million;

Conscious nevertheless that these measures are still most inadequate in view of the deterioration in the situation;

Noting with satisfaction that the Commission, with commendable rapidity, has set in motion a new Community emergency plan for certain African countries comprising:

- immediate aid measures amounting to ECU 32 million, under which are envisaged the purchase locally of some food products and the transport internally by road and rail of up to 100 000 tonnes of cereals, the internal air lift of 4 000 tonnes of cereals, and medical, nutritional and other programmes;
- short-term food aid actions equivalent to 100 000 tonnes of cereals (estimated valued: ECU 25 million);

Agrees to give its full support to this initiative and requests Member States to ensure, in co-ordination with their bilateral aid, that the Community's emergency humanitarian food and financial assistance responds in a flexible way and to the maximum extent possible to the needs and expectations of the peoples concerned in the African countries in question;

Requests the Commission to take straightaway, and in conformity with the usual procedures, the decisions necessary to implement its emergency plan;

Convinced of the importance of close co-ordination between donors and, in particular, between the Community and the Member States in order to assist the countries in question to confront in the most effective way possible the present tragedy;

Conscious of the need for more intensive contacts with NGOs, taking account of their important role in the distribution of aid in the countries concerned, and with organizations of the Red Cross family and the UN System;

Draws the attention of the Commission and the Member States to the necessity of maintaining appropriate contacts both on the spot and in Europe and takes note in this regard of the co-ordination meeting scheduled to take place in Brussels on 13 November next in the context in particular of the plan to combat the effects of an exceptional drought in the Sahel;

Resolves to pursue actively the Community's long term efforts aimed at ensuring food security in the recipient countries;

Instructs the Permanent Representatives Committee to follow the evolution of the situation in the disaster-hit countries and to seize the Council in the event of difficulties arising hindering the proper implementation of the plan.

COUNCIL CONCLUSIONS OF 6 NOVEMBER 1984
ON FOOD STRATEGIES

1. At the request of the Development Council at its last meeting, the Commission has provided a report on the experience gained up to now in the four African countries ⁽¹⁾ whose food strategies have been supported by the Community in concert with the Member States and other donors.

This report, which has been welcomed with interest, shows clearly the progress which has been made on several aspects of the application of the strategies, in particular that of appropriate incentives to producers. The Commission will continue its efforts to assess, at an appropriate time and after a detailed analysis of the economic situation, whether overall agricultural production and the nutritional situation of the most needy part of the population in each of the four countries has improved compared to what it would have been had the approach not been applied. The assessment should also concern the constraints and difficulties encountered. It is already clear that the food strategy efforts have succeeded in bringing food issues to the centre of the governments' attention in the four countries.

2. The delegations confirm their opinion that the approach, as far as possible, should be generalized. In this respect they note with satisfaction that the draft future Lomé Convention allows for the support of strategies and policies in the field of agricultural co-operation and that action has already been taken to integrate food aid into agricultural and rural development projects and programmes. It is also encouraging that a number of developing countries other than the four already chosen have expressed their wish for Community support for their food strategies. The possibilities of extending the approach to other developing countries receiving Community aid should be further studied in the light of their needs and of the feasibility of the application of such an approach.

(1) Mali, Kenya, Zambia, Rwanda.

3. The general philosophy behind the new approach which, it is emphasized, is a method of co-operation rather than an instrument, has now been sufficiently studied. Concentration should therefore be on its concrete application.

4. Taking note with particular interest of the recommendations contained in the Commission's communication, the delegations agreed on the following points:

- food strategies, which are specific to individual countries, should be of a flexible nature, capable of being readily adapted to take account of changing economic or other circumstances (for example, drought, climatic changes, harvest levels);
- although producer pricing policies are clearly of great importance, it is necessary to ensure an appropriate balance between the interests of the producer and those of the consumer, particularly as regards the most needy sections of the population;
- it appears important, in this context, to put more emphasis on crops which correspond to local consumption habits such as sorghum, millet, cassava and pulses as well as on livestock, fisheries and rural non-agricultural income-generating activities;
- it is also necessary to improve the position of women in their role as food producers and to encourage the involvement of farmers' organizations so as to help to obtain better balanced food strategies;
- more detailed diagnosis is necessary especially at the level of particular population classes and regions; this diagnosis, as well as the analysis of the different policy options and the monitoring and assessment of the food strategies should preferably be carried out by the countries themselves; their capacity should therefore be reinforced in the framework of existing instruments by technical assistance and training, having recourse, should the need arise, to the services of NGOs.

5. Co-ordination on the spot, avoiding as far as possible administrative rigidities which sometimes hinder this sort of operation, is of crucial importance to the successful implementation and monitoring of the

strategies and must be actively pursued. In this regard, a detailed assessment should be prepared of the results of co-ordination efforts between donors - including third countries and organizations - in support of the food strategies in the four countries. It would also be desirable that the Representatives of the Member States on the spot in the four countries make known their views on the effectiveness of the approach.

6. In the medium and long term, it would also be desirable to take account of the links which exist between food strategies and other considerations such as the environment, population and regional co-ordination.

**COUNCIL CONCLUSIONS OF 23 MAY 1985
ON FAMINE IN AFRICA**

THE COUNCIL,

aware of the very serious and continuing famine in Africa affecting millions of human beings,

I. EMERGENCY MEASURES

- notes the exceptional major efforts of the Community and the Member States following the deliberations of the European Council in Dublin to tackle this situation; it congratulates the Commission on the action it has taken and will give it full support to enable it to continue such action;
- notes, on the basis of the data available, which must be constantly updated in the light of information from all the appropriate sources, that the commitments entered into by the international community have equalled or even exceeded the volume of present estimated worldwide food requirements for the period between the 1984 harvest and the 1985 harvest;
- takes note that around 40% of the emergency aid decided on in Dublin for the worst-affected countries has already reached the recipients on the spot and that 25% is on its way;
- considers, however, that care should be taken to ensure that the promised aid is mobilized and transported to Africa in a co-ordinated and synchronized way so that it reaches recipients under the best conditions;
- notes, in this context, that it has been possible to speed up the procedures for mobilizing aid, but considers that further progress should be made and notes that a working party has been set up within the Commission for this purpose;

- observes that the situation is less satisfactory as regards the distribution of aid at the level of the various recipient countries and considers that efforts, more particularly with regard to unloading and transport within these countries, must be made by donors so that distribution may be effected in good time, particularly as the approaching rainy season may cause serious difficulties;
- urges the Governments of the assisted countries to do everything possible to enable food aid and emergency aid to be sent to all the regions affected and benefit the entire population concerned;
- notes that co-ordination between the Commission and the Member States on the one hand and the other donors on the other hand is proceeding in an efficient manner, and that a further co-ordination meeting between the Commission and the Member States will be held in the near future;
- recalls the conclusions it reached at its meeting on 6 November 1984 when adopting a plan to combat the effects of an exceptional drought in the Sahel comprising practical measures regarding the detection of critical situations, the evaluation of requirements, programming, decision-making and the implementation of aid;
- considers that early-warning machinery and procedures must be developed further to avoid being caught unawares by comparable phenomena in the future;
- notes that a substantial effort is still required as regards non-food aid, particularly in the health sector, where the situation has worsened noticeably at the same time as malnutrition has increased.

II. MEDIUM AND LONG-TERM MEASURES

(a)

- recalls that the Community has committed itself to supporting the efforts being made by the States concerned in the fields of rural development, security of food supplies for their populations, and restoration and enhancement of agricultural potential;

- points out that, in recent years, this commitment has been reflected, in the campaign against hunger in the world, in co-ordinated measures to support the food strategies and policies of several countries and in projects with specific themes concerning notably, the fight against desertification, and points out that the Third ACP-EEC Lomé Convention now makes provision for various means for enabling support for the efforts made by ACP States to be intensified and made systematic;

(b)

- notes that in this context Community food aid, as also as far as possible emergency aid, is being integrated increasingly closely with the food strategies and policies of the recipient countries and consequently with their development policies.

(c)

- stresses its concern that, in certain African States, drought and the encroachment of the desert are inhibiting all development efforts and in particular the priority objective of food self-sufficiency and security, and observes that the gradual destruction of the tropical forest in other regions also gives grounds for concern;

- notes the link between the demographic situation and the ecological balance in the regions concerned;

- notes the work being carried out by experts on the fundamental aspect of afforestation;

- sincerely hopes that use of the means available under the new Lomé Convention in particular will be planned at national and regional level in such a way as to ensure availability - taking into account the aid also being provided by the Member States and from other sources - of the critical mass essential for an effective approach to combating hunger in Africa.

COUNCIL CONCLUSIONS OF 23 MAY 1985
ON A COMPARATIVE STUDY OF THE COST/EFFICIENCY RATIO
OF THE VARIOUS FOOD AID PRODUCTS

The Development Council had requested an assessment of the "usefulness, cost and specific difficulties" involved for the products distributed as Community food aid, with a view to continuing the process of better integration of this aid into development policy.

The study which the Commission submitted to this end follows on from the Development Council Resolution of 15 November 1983 on Food Aid for Development. Very detailed with regard to certain aspects, it enables conclusions to be drawn which are likely to help in defining the range of Community products on the basis of their characteristics. One general point to emerge from the discussion is the concept of "economic cost", to be added to the other factors considered in assessing the value of products as food aid.

It should be stated that these conclusions, which do not cover all the aspects of the matter, are not aimed at establishing a rigid hierarchy between the products intended for aid but only at drawing attention to the special features (advantages or disadvantages) brought to light by the examination. The usefulness of products may be measured not only in terms of direct nutritional value for the recipient countries but also indirectly in terms of their value as an instrument of co-operation because of the financial effects produced. Similarly, costs may be measured in terms of gross expenditure or in terms of opportunity cost in order to take account of the physical availability of the products in question and of the alternative uses which might have to be found for them. Finally, of the specific difficulties affecting the products to varying degrees, it was confirmed once again that the most serious continues to be the need to take account of a population's eating habits and the harmful effect which large-scale and prolonged aid may have if not accompanied by measures intended to integrate it into local development policies.

The application of these criteria has not revealed any significant systematic difference between the various products examined, with the exception of butteroil (when it is used for cooking), which, from the point of view of cost-effectiveness ratio, would appear to be outclassed by all the other products.

CEREAL PRODUCTS

These products make up an increasing proportion of Community aid (over one-third of budget expenditure under Chapter 92 in 1984), a fact which is confirmed by their high degree of nutritional value: approximately 80% of the calories, over 70% of the proteins and one-third of the oils and fats (lipids) supplied by the Community to developing countries have been in the form of cereals.

Within this category it was noted that, taking account of the nutritional aspects, the prices of the various cereals supplied by the Community were comparable, but it was found that a more detailed assessment required a comparison to be made with cereals which are more specific to developing countries (sorghum, millet, maize, etc.). In economic terms expressing usefulness to the recipients and taking account of the production situation in the EEC, the cost of cereal aid to the Community was found to be of the same order of magnitude. This led to a favourable assessment of the cost-effectiveness ratio, which is further enhanced if consideration of the nutritional value per ECU spent is included in the analysis.

SKIMMED-MILK POWDER

The usefulness of this product, which in 1984 accounted for approximately 1/4 of Community expenditure under Chapter 92 in terms of products intended for aid, appeared, insofar as it corresponds to eating habits in certain developing countries, to be linked essentially to the requests made for it by those countries. It was, however, shown that its use in food aid imposes the double constraint of the need to ensure proper use from a health point of view (hygiene precautions and the danger of lactose intolerance) and, as with other products, the possible creation of new food dependence on a product not always capable of being replaced in the medium term by adequate local production.

From the point of view of nutritional value, skimmed-milk powder continues to be an important factor as regards access by developing countries to a source of protein. Although it is easy to define the budgetary cost, the existence of supplies of this product in the Community and the fact that the Community is itself an importer of certain protein products means that its economic cost varies within a wide range. As a result, the assessment in terms of cost-effectiveness depends on these parameters and on how they evolve. The figures which were used as a basis for this study indicate, however, that this ratio is around 1 or above.

BUTTEROIL

The nutritional usefulness of butteroil is linked both to the supply of oils and fats and to the use made of butteroil in the reconstitution of milk powder. Butteroil had traditionally been the main oils and fats product offered by the Community; however, as a result of experience gained over the last few years a comparison between butteroil and vegetable oils has shown that, taking account of the cost, butteroil is relatively less effective. This finding was confirmed, moreover, by the data concerning the cost-effectiveness ratio, which was less favourable for butteroil than for the other products in the range. On the other hand, used as a dairy product, butteroil continues to be a vital constituent in many cases and it would appear to be more appropriate to make reference to this use in the future.

VEGETABLE OILS

It is only in recent years that the Community has started to supply vegetable oils under its programmes; the nutritional considerations are the same as for butteroil with, in general, the same nutritional coefficients per unit weight but with certain financial advantages. It was noted, however, that the availability of Community supplies of vegetable oils and fats was less than that of supplies in other sectors and that this made comparison with the other products difficult. Vegetable oils offer advantages in terms of budgetary cost, but cannot always be substituted for butteroil in terms of price and economic cost.

SUGAR

The considerable nutritional contribution this product can make, together with its easy assimilation, renders it particularly suitable for use as emergency aid. As its economic cost corresponds to its world price, the cost-effectiveness ratio remains within favourable limits.

LEGUMES

These products offer the attraction of a nutritional content which is high in proteins and calories; the extent of the range and the existence of local rather than world markets for most of these products does not, however, facilitate determination of the economic data, although it confirms the importance of these products, particularly in the context of triangular operations.

- (a) It must be pointed out that a fuller assessment should take account of the fact that the analysis was limited to the main products currently supplied and that its conclusions depend to a large extent on data which are constantly changing. Furthermore, certain ways of using these products are at present being studied (e.g. milk tablets used for emergency aid). The discussions however made it possible to work out a methodology which took account of numerous other factors relating to food-aid operations, and they brought to light the importance of also taking account of certain other aspects of food-aid operations (in particular, the use of the various products according to the recipient and/or the population concerned, delivery conditions, cost of transport depending on the product or packaging, etc.).
- (b) Other factors, which ought to be covered in future discussions, should also be taken into account, in particular:
- the impact of aid on the economies of the recipient countries (effect of substitution imports, financial contribution, effect on local production);
 - the benefit to the sectors of the population for whom the aid is intended (in terms of nutritional value and distribution of incomes).

These various aspects will have to be examined in greater detail by studying particular experiences.

- (c) In addition to such an assessment, it would be desirable to have information which would enable the relative effectiveness and cost of various aspects of food aid to be assessed in relation to other forms of Community aid to developing countries.
- (d) Finally, as the discussion has enabled a relationship to be established between the economic cost and the budgetary cost of products, it is desirable that the Commission, when submitting its annual budget proposals, should at the same time provide information on their respective economic cost.

COUNCIL CONCLUSIONS OF 17 APRIL 1986
ON EVALUATION OF SUPPORT FOR
FOOD STRATEGIES

THE COUNCIL,

recalling its conclusions of 6 November 1984 concerning the review of progress achieved in the support of the food strategies of four African countries;

welcomes the communication by the Commission concerning an in depth assessment of constraints and difficulties encountered and the analysis based on a comparison of the experiences gained, particularly in Mali and Zambia;

agrees to the broad outlines of this analysis and to the conclusions based thereon and stresses in particular the following considerations:

1. Even though the environments, both political and material, in which the policy reforms were carried out were notably different, it has become evident that results were often very similar, in terms of both strengths and weaknesses.
2. A notable strength of the food strategies experience is, so far, the progress achieved in the liberalization of food markets. A general weakness appeared in the lack of impact on small holder productivity.

Generally speaking small holder productivity should be improved to increase production, at prices which are at the same time profitable for the farmer without being prohibitive to consumers. In this context farmers' organizations have an important role to play.

3. A higher priority must be given to consumer and nutritional policies, which could result, inter alia, in:

- increased demand for local products particularly in urban areas;
 - increased attention to the needs of vulnerable or disadvantaged groups;
 - nutritional programmes which are complementary to health and population needs.
4. Food strategies cannot be pursued successfully in isolation from broader policy reforms, e.g. exchange rate adjustment, improvements in land tenure, and credit systems, more decentralized administration, marketing and processing, protection of natural resources.
 5. The role of women in food production is to be more largely taken into consideration.
 6. Food strategies have proven that in a number of cases they can lead to a better integration of food aid with other instruments for development co-operation such as technical and financial assistance, but this element should be further strengthened.
 7. Food strategies can provide the framework for sectoral and even subsectoral policies. Within this systematic approach different priorities can be taken into account. Circumstances may differ across countries, for that reason the elements common to the concept of food strategies may be given different weight.
 8. The elements stressed in the food strategy of Mali are:
 - longer term mutual commitments such as multi-annual programming of food aid and restructuring of the cereals market;
 - multi-donor participation and co-ordination;
 - pooled food aid counterpart funds;
 - fight against drought and desertification.

The question of the extension of some or all of the elements of this approach to other countries - adapted to their specific needs - should be examined.

9. The general experience in the four pilot countries has shown a significant increase in awareness of the urgency of reforms which has led to important policy shifts, notably in the fields of farmers' incentives, a better balance between private and public sectors, exchange rate adjustment and the preservation of natural resources. These trends need to be consolidated and intensified.
10. An essential aspect of food strategies is the reciprocal commitment to policy dialogue. This approach has already proven its use to all parties concerned in the ongoing Lomé III programming exercise and should be continued.

In this context the additional task of constant monitoring of progress achieved and difficulties encountered should be recognized alongside project identification and implementation.

The provision of adequate information of a statistical kind as well as of a general nature - and its processing - needs to be strengthened.

11. Efforts should also be made to achieve better integration of food strategies in development programmes at regional level.
12. Applied research in the agricultural field and extension services to farmers should normally be included in the food strategies process.
13. Assessment has shown that co-ordination among all donors and the governments of beneficiary countries, notably on the spot, has progressed.

However, further efforts remain desirable to increase the intensity and effectiveness of this co-ordination both as regards the Community and its Member States as well as with other donors. Co-ordination should concern implementation as well as programming.

14. The assessment clearly indicates that the food strategy approach - which has been tested in four ACP countries - can now be considered suitable for more general application.

The approach should be flexible so as to be adapted to the needs of those countries - ACP, Mediterranean and in Asia and Latin America - which desire to apply it, taking due account of the possibilities of both sides to support such a strategy in specific circumstances.

COUNCIL CONCLUSIONS OF 11 NOVEMBER 1986
ON THE IMPLEMENTATION OF
A RECOVERY AND REHABILITATION PLAN FOR AFRICA

1. The Council welcomed Vice-President NATALI's report on implementation of the rehabilitation and revival plan for African countries most affected by drought approved by the Development Council on 4 November 1985.
2. It noted that in 1986 the Community and the Member States provided about ECU 1 000 million in emergency and rehabilitation aid, including food aid, to the eleven African countries most affected by the drought (Ethiopia, Botswana, Cape Verde, Mali, Mauritania, Niger, Somalia, Sudan, Chad, Angola, Mozambique).
3. It noted that the plan made available ECU 108 million, of which ECU 103 million had already been committed. Actions included the supply of seed, fertilizer and hand tools, the provision of water supplies, medical assistance, local cereal storage as well as measures to combat locusts, to overcome transport difficulties, and to strengthen famine early-warning systems.
4. The Council congratulated the Commission on the rapid implementation of this important plan and the innovative approach adopted. It noted that this was greatly assisted by the priority accorded to this operation by recipient governments, but also by the Commission's establishment of a special Task Force.
5. It considered that the administrative mechanisms used in implementing this plan provided useful pointers for the Community's response to any future exceptional situations demanding rapid action.
6. The Council recalled that one of the objectives of the plan was to strengthen the countries' ability to overcome similar emergency situations in the future. It noted therefore with satisfaction that the Commission has also provided technical assistance to the countries concerned and intends to integrate the assistance provided under this plan into the programmes planned in the context of the Convention of Lomé III. The Council welcomed the Commission's intention thus to

continue to provide, where necessary, technical assistance to these countries in order to cope better with similar situations which might arise in the future.

7. The Council stressed the value of the frequent co-ordination meetings which took place between the Commission and the Member States. It also attached great importance to the co-ordination which took place with other aid donors, and noted the valuable role played in implementing the programme by non-governmental organizations.
8. Finally, the Council welcomed the Commission's plans to undertake an evaluation of the effectiveness of the projects and programmes financed under the plan and requested it to provide details of its findings to a later session.

**COUNCIL RESOLUTION OF 23 NOVEMBER 1988
ON FOOD SECURITY POLICY
IN SUB-SAHARAN AFRICA**

1. For many years the Council has been concerned at the food situation in developing countries and more particularly in the sub-Saharan African countries. As early as 1981, it made known that it was prepared to support food strategies in four African countries.

Subsequently, the food strategy approach was generalized in the third Lomé Convention, which gave priority to rural development, including the production of food crops for local consumption, and the establishment of food security with the aim of ensuring that populations have access to enough food to lead a healthy and active life.

Food security does not necessarily imply that a country has to be self-sufficient in foodstuffs. Many countries may find they need to import some of their food requirements. In such cases, an appropriate balance must be struck between local production and imports and this will vary from country to country and take account of financial criteria and, above all economic, social and political criteria.

Since the third Convention has been in force for nearly three years now the Council thinks, with a view to the negotiation of a new ACP-EEC Convention, the time has come to draw conclusions from the experience acquired in this area.

2. The Commission has therefore sent the Council a working document analysing the experience acquired with particular reference to cereal policies. The Council is in broad agreement with the Commission analysis but considers the following points worth emphasizing.
3. The Council notes that, despite the efforts made, the ability of a considerable number of sub-Saharan African countries to feed their populations adequately has diminished in recent decades. It consequently stresses that establishing food security must remain a priority both for the developing countries and in the co-operation policies of the Community and its Member States.

4. Alongside the co-operation provided for by the Lomé Convention, the Community has a number of aid instruments which can also help to achieve the desired aim. The recent reform of Community food aid policy was intended to help rather than hamper efforts to establish food security. Such efforts do not necessarily include self-sufficiency but must be part of a consistent long-term development policy. By allowing counterpart funds to be set up, the sale of food aid products at prices which do not compete with local produce and the restriction of such aid to compensating shortfalls in food crops are an illustration of this resolve to promote the development of the country being assisted. Similarly, the funding of food aid replacement measures and triangular operations has been eased. Very recently, moreover, the Community introduced rules making it possible to finance storage programmes and early-warning systems and to co-finance purchases of food products or seeds with NGOs.
5. Efforts in this area should not be confined to cereals; the contribution livestock farming, fisheries and traditional agricultural products make to food security must also be remembered.
6. Particular attention should also be paid to scientific and technical research tailored to the climate, the environment and African farming methods with a view, inter alia, to promoting drought-resistant rain crops and to developing cost-effective viable small-scale irrigation schemes.
7. The Council considers that particular attention should be paid to the socio-economic situation of women, given the part they play in the agricultural sector.
8. The Council also stresses the need, in accordance with its Resolution of November 1987, to strengthen the environmental dimension in food security support policy if lasting development is to be ensured.
9. Following an examination of the problems posed by implementation of a strategy or a programme to strengthen food security, the Council thinks that any strategy or programme requires measures in the areas of food crop production, food markets and purchasing power.

A. ECONOMIC ENVIRONMENT AND INCREASING PRODUCTION

Any increase in the production and yield of food crops depends on a stable and remunerative economic environment. Accordingly, the policies and efforts of the African countries supported by Community aid should take account of the following:

- it is necessary to adopt a flexible and realistic approach to price policy which takes account of both internal factors, such as production costs and consumer purchasing power, and external factors, such as the world market situation, and which is aimed at stabilizing prices within a fixed range rather than maintaining a guaranteed minimum price;
- in order to avoid any disturbances which might be caused by exceptionally cheap imports resulting from overproduction on the world market, some degree of protection of the internal market may prove necessary. Moreover, protection aimed at giving local producers the possibility of gradually achieving a competitive position may prove desirable. Such protection should be temporary and degressive and should not give rise to an impossible economic burden;
- furthermore, the foundations should be laid for an increase in urban earnings, particularly by improving craft and service activities in towns. Domestic food markets will find their equilibrium only when trade links between town and country are improved;
- in the marketing sphere, the roles of the private and public sectors complement each other since public sector intervention is necessary when the private sector is not yet adequately represented or has only a limited intervention capacity (supplies to marginal areas or vulnerable sectors of the population, strategic stocks) or in order to absorb excessively sharp price fluctuations;
- as regards support for storage, encouragement should be given to the development of decentralized storage capacities at producer or trader level;

- since the agro-food economies of the developing countries are fragile and unfamiliar, efforts should be made to improve both information structures, especially as regards production levels, internal trade patterns and stocks, and the permanent monitoring of markets;
- the competitiveness of export crops is, in many cases, an essential feature of the economy; it is accordingly necessary to ensure a judicious division of labour between food crops and export crops, in the light of the local situation.

B. MEASURES RELATING TO CONSUMPTION

The Council considers that measures should be taken in the sphere of consumption to supplement those connected with production and marketing, in particular to avoid changes in the dietary habits of the people as a result of imported goods:

- specifically, the consumption of local products should be encouraged, particularly by promotion campaigns and by improving processing through the development of appropriate technology;
- specific measures to combat malnutrition in vulnerable groups must be continued; in that context, dietary education should also be improved in order to enable the poorest consumers to make full use of the resources available;
- more attention should be paid to food problems in the framework of general economic policy, and in sectoral and structural adjustment programmes; it is particularly necessary to take the effects of such programmes on the dietary situation of vulnerable sections of the population into account when they are being drawn up.

C. USE OF AID INSTRUMENTS

The Council invites the Commission, bearing in mind past experience, to use all the instruments available to it in the most consistent and effective manner possible so as to support the efforts of the

sub-Saharan African countries to achieve food security. It would draw attention to the following aspects:

- it may prove desirable, in agreement with the countries concerned, to make provision in national and regional EDF indicative programmes for the possibility of effectively supporting cereal market stabilization policies;
- food aid must, as far as possible, back up the action undertaken as part of financial and technical co-operation; here, the setting up of multiannual programmes including the possibility of food-aid replacement measures would encourage the planning and subsequent use of counterpart funds to promote local production and support the stabilization of cereal markets;
- food aid must be consistent with the objectives of food security policy. In order to avoid the deterrent effects which sometimes result from food aid, the Community should take an active part in drawing up a code of conduct for donors and recipients of food-aid.
- regional co-operation should be encouraged in the sphere of food security. Greater use should be made of three-way operations as instruments of such co-operation.

10. The Council would stress the importance here of co-ordination, particularly at national and regional level in the sub-Saharan African countries, between the Community, its Member States and other donor countries and bodies.

It is particularly necessary to ensure consistency between actions undertaken to achieve food security and measures taken as part of macroeconomic structural adjustment programmes. The Council welcomes the growing consistency of approach shown by donors in this respect.

11. The Council would request the Commission and the Member States to continue vigorously with their action of providing support for food security policies in the sub-Saharan African countries, while taking account of the above comments.

Environment and Development

COUNCIL CONCLUSIONS OF 6 NOVEMBER 1984
ON A PLAN TO COMBAT THE EFFECTS
OF AN EXCEPTIONAL DROUGHT IN THE SAHEL

- I. At the Council meeting on development on 5 June 1984 the French delegation submitted a memorandum on a plan to combat the effects of an exceptional drought in the Sahel. The Council received this communication with great interest and instructed the Permanent Representatives Committee to report to it at its next meeting.
- II. On 12 June 1984 the Permanent Representatives Committee set up an ad hoc Working Party to examine the French communication.
- III. In the light of the discussions which have taken place in its subsidiary bodies, the Council has agreed on the following guidelines:

The Council notes that the calculation of the aid, including food aid, required for the Sahel region has more often than not been carried out belatedly and inaccurately. As a result the arrival of aid has been delayed, sometimes until as late as the next harvest, to the detriment of local agricultural production. In addition, non-existent or inadequate co-ordination between donors has too often meant overloading of the transport network and a build-up of supplies at ports and railway terminals.

In order to improve this situation the Council agrees to promote better co-ordination between donors at the following stages:

- anticipation of critical situations and evaluation of aid requirements in emergencies;
- "pre-programming" and co-ordinated planning by donors on the basis of known needs for the following year;
- co-ordinated mobilization and, in particular, delivery of aid in adequate time.

This improvement of procedures should assist the triggering and implementation of a plan to combat the effects of exceptional drought in the Sahel in case of necessity.

Some parts of this plan, which is intended to achieve the most efficient possible use of resources in an exceptional situation, might also prove positive in the handling of "normal" situations.

The Council considers that its Resolution of 5 June 1984 on the co-ordination of aid should be the basis for the measures described below.

The Council considers that the arrangements suggested could be applied mutatis mutandis in regions other than the Sahel which are regularly stricken by drought.

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- (i) Anticipation of critical situations and evaluation of aid requirements .

Each year the Commission will gather and collate all the advance information available on the harvests expected in the Sahel.

Relevant information will be made available to the Member States and, where exceptional situations are expected to arise, to the various other donors.

In advance of the co-ordination meeting in late October or early November (see below under (ii)), the Commission will distribute to the Member States an introductory note giving an overall picture of the harvest situation in the Sahel.

The above information will be culled, inter alia, from the following sources:

- the forward indications afforded by the satellite weather-watch programme, which are derived inter alia from monitoring the surface temperature of the sea and cold currents in the Gulf of Guinea;
- the Sahel States;
- the AGRHYMET project (collecting meteorological and hydrological data) set up by the Sahel States under the ICDCS;
- the representatives of the Member States and the Commission in post in the Sahel States;
- the data transmitted by the various United States meteorological satellites;
- FAO worldwide information and early-warning system.

The bulk of the work on anticipating critical situations and evaluating needs should take place in preparatory meetings in the Sahel countries themselves, with the back-up of the information supplied from Brussels and the participation of the other donors. Both the potential recipient countries themselves and organizations with a particular interest in the region (particularly and immediately the ICDCS and the Sahel Club) should be closely involved with these proceedings.

At the end of this phase it should be possible to have a proper picture of the harvest situation in the Sahel and thus to decide whether or not to implement the plan.

- (ii) "Pre-programming" and joint planning by donors on the basis of known needs for the following year
 - (a) Each year in late October or early November the Commission will hold a co-ordination meeting between the Commission and the Member States to take general stock, on the basis of all the available data, of the food situation in the Sahel region and the measures to be taken, particularly if an exceptional

situation were to arise, by the implementation of a co-ordinated plan of action according to the following timetable.

Each Member State and the Commission will, as far as possible, indicate what aid it will be able to offer in the coming year. The participants in the meeting will bear in mind the impact on the food strategies of the Sahel countries of the intended food aid, particularly as regards its effect on the local food markets.

Other donors will be informed of the results of that meeting if it is deemed useful to do so.

- (b) During November and until mid-December the evaluation of requirements should be continuously updated, particularly in the light of the results of multi-donor missions.

(iii) Decision and mobilization of aid

- (a) As from mid-December the donors concerned will be able to take decisions to grant aid on the basis of the outcome of the joint donor missions.

The Member States will also inform the Commission forthwith of the periods within which they intend to deliver aid. These indications, which will not represent a detailed scheduling of aid deliveries, will enable each donor to allow for the intentions of the others and to time delivery in such a way as to avoid bottlenecks.

In this connection, account must be taken of the crucial role played by the WFP. Donors should rely on the information which can be supplied by that body regarding ports and railways, storage capacities and internal transport and distribution facilities.

Co-ordination should also take account of commercial deliveries of food products.

(b) Aid deliveries should take place as from mid-January until June. Problems connected therewith may be the subject of on-the-spot multi-donor consultation with the support of the WFP and local co-ordination groups where they exist.

**COUNCIL RESOLUTION OF 6 NOVEMBER 1984
ON THE ENVIRONMENTAL DIMENSION
IN THE COMMUNITY DEVELOPMENT POLICY**

THE COUNCIL AND THE REPRESENTATIVES OF THE GOVERNMENTS OF THE MEMBER STATES,
MEETING WITHIN THE COUNCIL,

Whereas the Resolution of the Council and of the Representatives of the Governments of the Member States, meeting within the Council, of 7 February 1983, on the continuation and implementation of a European Community policy and action programme on the environment (1982-1986), provides inter alia for co-operation with developing countries on environmental matters and consideration for environmental problems in the Community's development aid policy;

Whereas the Commission and the European Investment Bank are signatories to the Declaration on Environmental Policies and Procedures relating to Economic Development, signed in New York on 1 February 1980;

Whereas the European Parliament has adopted Resolutions concerning the environment and in particular that of 20 May 1980 concerning compliance by the Community with the aims of the World Conservation Strategy by giving effect to them within all its policies;

Whereas the accelerating deterioration of the environment and the depletion of natural resources in large areas of the developing world require that particular attention be devoted to environmental problems and to action to conserve the environment and its resources;

Whereas the protection of the environment and the restoration of natural balances are now provided for in the context of ACP-EEC co-operation which will contribute to them in particular by measures to combat drought and desertification or by other thematic measures;

Whereas the Council Resolution of 5 June 1984 on the co-ordination of co-operation policies and action within the Community vis-à-vis developing countries must also apply to areas of development involving the environment;

Having regard to the Resolution of the Council and of the Representatives of the Governments of the Member States, meeting within the Council, of 3 October 1984, on the link between the environment and development ⁽¹⁾,

Confirm the principles and objectives of Community policy, as defined in the aforementioned texts; with regard to the need to integrate the environmental dimension into Community development aid policy.

Note with interest the proposals contained in the new Commission communication on the environmental dimension of the Community's development aid policy and agree actively to continue the examination of that document with a view to laying down guidelines for future action by the Community and its Member States in this area,

Instruct the Permanent Representatives Committee to submit, in preparation for their discussions at the next meeting of the Council (Development), a report on all the measures designed to assure the effective implementation of the principles and objectives concerning the environment in the Community's development aid policy.

(1) OJ No C 272, 12.10.1984.

**COUNCIL RESOLUTION OF 17 APRIL 1986
ON CONSERVATION OF NATURAL
RESOURCES AND COUNTERING
DESERTIFICATION IN AFRICA**

THE COUNCIL,

bearing in mind the disastrous drought and famine which struck certain African countries in 1984/1985 and required a massive emergency effort by the international community to save millions of human lives,

recalling the plan to restore and revitalize the African countries most affected by drought, approved in broad outline at its meeting in November 1985, which is currently being implemented and is designed to bring about a resumption of rural economic activity in the countries concerned,

recalling that the Lomé III Convention pays special attention to drought and desertification control, for the first time devoting a special chapter to it, and that environmental concerns have also been recognized in the co-operation agreements between the Community and the southern Mediterranean countries,

considering that long-term measures must be taken to reduce the possibility of a repetition of catastrophes such as those which have occurred on several occasions since 1972 and to give some lasting effect to policies and programmes for rural development and food security,

considering the major efforts undertaken in recent years, particularly in providing aid for food strategies, which are now beginning to bear fruit,

recalling that the European Council in Milan in June 1985 considered it vital, in the light of the importance of present requirements in the field of environmental protection, in particular the battle against desertification in the developing countries, for all European aid, Community and bilateral, to give priority to that type of action and for donors to make long-term commitments and to organize their contributions coherently by setting up the appropriate co-ordination structure,

considering that such long-term measures can achieve their objectives only if they are integrated into the priorities of, and receive full support from, the countries and regions in which they are implemented,

aware of the scale and complexity of the problem of the deterioration of natural resources throughout the African continent,

aware, too, of the importance of taking the environmental dimension into account in all development measures and policies,

having taken note of the Commission communication entitled "Conservation of natural resources - Countering desertification in Africa" and approved the analysis it contains and the proposed general approach which involves mainly attempting to secure a better equilibrium between man and the environment,

agrees to a long-term European Action Plan to counter desertification which will unite the resources of the Community and the Member States and the main points of which are as follows:

1. The Community and its Member States will give priority, in their respective co-operation programmes, to action to combat the deterioration of natural resources.
2. The campaign will involve both direct action (re-afforestation, measures to combat erosion, etc.) and indirect action (appropriate training and research, improvement of farming methods which will maintain soil fertility, promotion of a better equilibrium between populations and resources, rational use of energy resources, including firewood, etc.).
3. In this context, it is necessary to seek a strategy which draws largely on people: without their active participation, no measure has any chance of success. Men and women are largely responsible for creating the desert in their daily struggle to feed their families, but, by the same token, they are the most important agents in halting the process.
4. In the light of past experience, and in order to avoid measures being inadequate, piecemeal or too short, the Council emphasizes the importance of attaining a minimum intervention threshold. The effectiveness of this minimum threshold or "critical mass" depends on three considerations:

- the approach must be global and comprise a series of inter-dependent measures;
- a degree of geographical concentration is desirable, so that measures will have a lasting impact on the environment;
- the long-lasting nature of desertification requires that there be some continuity in the measures, so that the necessary long-term results can be attained.

To this end, it would be desirable in the initial phase for the various donors to set quantitative objectives within their present funding for financing projects directly related to nature conservation.

Obviously the use of such resources will be effective only if, as part of global, national and regional plans, it underpins the efforts of the partner countries to achieve the same objective.

It will probably prove necessary in due course, as implementation of the plan progresses, for donors to intensify their efforts.

5. The two sides will also have to introduce a series of administrative and procedural measures to ensure that environmental protection becomes an automatic response in development activity.

This response should mean that those responsible will bear in mind both the negative impact which various projects, particularly production projects, could have on the environment and other positive measures which should be undertaken to protect the natural heritage.

The Council therefore considers that efforts should be made by government authorities in the countries in question to involve local authorities more closely in the action being taken. These authorities should be encouraged to maintain and improve the dialogue with their people, so that they can act together to preserve natural resources and make rational use of them. This also requires greater administrative decentralization. Particular importance should attach to the participation of local and international non-governmental organizations and to action at regional level.

6. In view of the required scale of action, the Council stresses the importance of intensive co-ordination between the recipient country, the donors and regional organizations active in the field in order to ensure maximum consistency and complementarity in existing and future programmes.

Such co-ordination involves increasing the consistency of the aid programmes of the Community and the Member States and prevailing upon them to give preference to that proportion of their aid which goes to the rural sector and particularly to environmental protection, alongside a similar effort by the recipient countries.

In this connection, the Council welcomes the Commission's intention of organizing regular meetings of members of the special units dealing with the problem in Member States' administrations and the Commission with a view to suggesting and organizing action in this sphere. It also considered that the Community, the Member States, the other donors and the international organizations should, whenever the need arises, take part in co-ordination operations - especially in the field - relating to measures to combat desertification.

**COUNCIL RESOLUTION OF 9 NOVEMBER 1987
ON ENVIRONMENT AND DEVELOPMENT**

ENVIRONMENT AND DEVELOPMENT

1. The Council has on a number of occasions reiterated the need to integrate the environmental dimension into the Community's development policy.

The Council notes that the Single European Act lays down that environmental protection requirements shall be a component of all Community policies; that Community environment policy has increasingly developed a preventive character and that the fourth Community Environmental Action Programme (1987-1992) underlines the importance of participation by the Community and its Member States in co-operation with developing countries on environmental matters. The Council further notes the recommendations adopted by the OECD Council in 1985 and 1986 concerning the environmental assessment of development projects and programmes. The Report by the World Commission on Environment and Development highlights the relevance of environmental issues in the implementation of sustainable development policies.

The Council broadly welcomes the progress report submitted by the Commission on the integration of environmental aspects in the Community's development policy, which demonstrates that the Community has taken firm action in pursuit of the objectives formulated by previous Council resolutions on this topic in 1984 and 1986. The Council has noted with interest the recommendations of the experts' meeting held recently by the Commission and requests that such meetings should be organized on a regular basis.

2. A major objective of development assistance is that all programmes and projects form part of and contribute to economically and environmentally sustainable development. Environmental aspects should therefore be taken into account in all sectors of activity under all Community and Member State development policies.

Projects to restore, protect and improve the ecological basis for development must run for a sufficient period of time to take account of the complexities of the situations and leave a sustainable mark.

Therefore donors should make a long-term commitment in specific regions and allow sufficient flexibility to local personnel responsible for implementation to adapt to changing circumstances.

3. In order to meet this challenge of integrating environmental aspects in development policy, action should be taken which would encompass, inter alia

- support for developing countries' efforts to elaborate and implement general strategy for the integration of the environment in their overall policy planning;
- ensuring compatibility of programmes and projects with these national strategies and with sustainable use of natural resources;
- elaboration of sector-specific and operational guidelines on how to take account of these objectives in the main aid sectors;
- setting up an environmental focal point in donor administrations whose main responsibilities would be to raise awareness and enhance the technical capabilities of operational administrative units on environmental issues.

4. The Council emphasizes the importance of co-ordinating aid operations so that they complement each other and have a more significant impact in any given area. Co-financed operations between Member States and between Member States and the Commission should be encouraged.

However, the Council recognizes that development aid projects financed by the Community and its Member States, whatever their size, will not on their own, be able to solve the considerable environmental problems of the developing countries. It therefore stresses that the awareness and support of the local authorities, population and enterprises is of fundamental importance.

The Council acknowledges the importance of institution building and the need to assist developing partners in enhancing their administrative capacity and technical expertise in this field. Decentralized decision-making should be encouraged in order to ensure that local habits and practices contribute to sustainable development.

5. Operations co-financed with NGOS active in this area should therefore be encouraged. The Council notes with interest the Commission's initiative of inviting European or developing country NGOs to take responsibility for implementing certain Community-funded projects and programmes.

6. The Council considers that further reflection on the environmental aspects of development policy is particularly timely given that 1987 has been declared the European Year of the Environment.

The Council invites the Commission and Member States to continue their efforts to implement the European Action Plan to counter desertification adopted by the Council in April 1986 and to broaden its scope and application so that environmental aspects are taken into account in all sectors and activities under all Community and Member State development policies.

THE ROLE OF WOMEN IN DEVELOPMENT

COUNCIL CONCLUSIONS OF 8 NOVEMBER 1982
CONCERNING COMMUNITY DEVELOPMENT AID IN RELATION TO
THE SITUATION OF WOMEN
IN DEVELOPING COUNTRIES

In adopting these conclusions, the Council, anxious that its co-operation measures should contribute to the harmonious development of the entire population in the countries assisted, is prepared to take full account of the role of women in development and of the specific problems of women. The Community is aware that development aid projects or operations in favour of women must be carried out in conformity with the development objectives of the recipient country.

1. THE BACKGROUND SITUATION

(a) The role and status of women in developing countries

- Women play a fundamental economic role in developing countries, especially in the informal and subsistence sectors. This role is often unrecognized and undervalued.
- Generally, women are underprivileged in comparison with the male part of the population and do not participate equally in the development process.
- However, significant variations exist between regions and countries and within countries.
- Modernization and development sometimes have detrimental effects on the status of women, especially when:
 - = they lose their economic independence (right to exploit land, participation in trade and manufacturing, etc.),
 - = the traditional family structures are broken up, resulting i.e. in a substantially heavier work load for women.

(b) Development assistance and the situation of women

- The level of participation of women in development assistance is rather low at the donor side as well as the recipient side:

- An analysis by the Commission of part of the Community's assistance, which is of special relevance for women, has shown that:

= the direct effects of the projects implemented with the Community's assistance are distributed unequally to the detriment of the female population. Furthermore, a good number of projects have indirect, unexpected effects, which are harmful to the status and situation of women,

= these mistakes are due to the fact that when the projects were devised insufficient account was taken of the diversification of elements within the populations concerned, and to the fact that, for socio-cultural and economic reasons, there is often a fundamental inequality between men and women in the recipient societies as regards negotiating and decision making powers.

(c) Special constraints

Additional to problems inherent in any development co-operation, assistance in this area should take account of the following constraints:

- cultural, religious, social and economic factors, which determine the status and low level of participation of women in development;

- the transfer of certain insufficiently adapted models and technology which carry with them socio-economic and cultural models;

- a general lack of awareness and knowledge concerning the role of women, at donor side as well as recipient side;

- women of developing countries do not constitute a homogenous group, a fact which complicates the establishment of guidelines for assistance to women.

2. OBJECTIVES OF CO-OPERATION WITH DEVELOPING COUNTRIES CONCERNING THE ROLE OF WOMEN

- to raise the level of participation and integration of women in the development process,
- whatever the primary objective of the project, to avoid those which have more negative than positive effects on women and, when this is not possible, to compensate for the negative effects, by means of specific operations from which all women will benefit,
- to integrate women, without any discrimination, in all phases of projects where relevant, taking them into consideration both as producers and beneficiaries,
- to secure that the benefits of the assistance of the Community are shared more equally between women and men.

3. POSSIBLE ACTIONS

The Community should support developing countries' efforts to achieve improved integration and participation of women during conception, programming, financing, carrying out and evaluation of projects. A continuing dialogue could contribute to the realization of this objective.

This can be done by action along the following lines:

(a) Sensibilization and a higher degree of participation of women

The Community should enter into a dialogue with developing countries in order to make the responsible authorities heedful to all the advantages that could derive from better integration of women.

The Commission should to the extent possible have contacts with women's organizations in developing countries that have an interest in development assistance.

In the framework of development projects or programmes, women's groups and organizations should be supported by helping them to organize and to develop their own capabilities and means.

The Commission should enhance the participation of female personnel in development projects.

The Council welcomes the decision of the Commission to establish a "human resources" service including a unit entrusted with the problems of women in developing countries which will have as one of its tasks to raise the level of awareness of this question both within the Commission services and in the delegations in the developing countries.

(b) Measures during the project preparation, execution and evaluation phases

The project preparation phase offers special opportunities for taking into account the interests of women. There is a need for a larger amount of consultation with the local population, including women, during project preparation, and the Commission should take the necessary contacts with the national administrations in order to make such consultations possible and useful. Such contacts would include organizations and groups representative of women.

The Council welcomes the Commission's decision to adjust the project instruction manuals in order to better judge the effects of a project on the female part of the population in question.

Attention shall be paid to social and socio-cultural aspects in order to define the place and role of women in development, to foresee the effects of a given project and to secure the active participation of the population, including the women. In several cases this will necessitate a specific sociological study at local level. A female sociologist should wherever possible take part in the sociological studies.

The Council welcomes the decision of the Commission to include in future ex-post evaluations a chapter on the effects on women of the projects and programmes, since this is indispensable in order to render future development to assistance to the benefit of women more efficient.

- (c) Areas of development assistance where the role of women is particularly important

Bearing in mind the objectives and methods mentioned above the Council considers the following areas to be especially suited for action to the benefit of women:

- Employment: creation of income

In many cases creation of income for women themselves through their participation in production for the market is a decisive factor. The creation of income for women which contributes to the subsistence of the family will strengthen the position of women in the local community and increase their participation in the economic development process.

It may moreover be important to help women to be more efficient in subsistence production and thus remove a burden from the family budget. In this respect, it can be desirable to lighten, by means of appropriate techniques, certain domestic chores.

- Health

Health measures should be included in projects of rural development, to the extent possible and feasible and taking into account the specific needs of women (including services for pregnant and nursing women).

- Supply of drinking water

Such projects will often have the effect of diminishing the work load of women as well as improving the hygiene situation.

- Education and training

Training is especially needed in modern methods of production, marketing, purchasing and sales techniques, with the aim of increasing women's capability to manage their productive resources.

- Access to credit

This should enable women to obtain the production elements necessary for them to benefit fully from the opportunities opened up by the creation and increase of income.

- Energy

For example, to extend the use of more efficient cooking stoves.

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- Projects specifically directed at women

In certain cases, the Community could support projects which are specifically designed to benefit women, either in the areas mentioned above or in other areas.

4. FURTHER WORK

The Council agrees to examine in the second half of 1984 the application in practice of these conclusions, on the basis of a report from the Commission.

**COUNCIL CONCLUSIONS OF 4 NOVEMBER 1985
ON DEVELOPMENT AID AND THE SITUATION OF WOMEN
IN DEVELOPING COUNTRIES**

THE COUNCIL

aware of the fact that women have an important function in the process of developing their countries;

confirms the conclusion which it adopted in this connection on 8 November 1982;

points out that the Third Lomé Convention specifically provides for the role of women to be taken into account in development co-operation; in this context, and in order to improve the economic and social situation of women, considers that in its dialogue with the competent authorities the Community should highlight the potential advantages of better integration of women;

has noted the results of the UN World Conference on the Status of Women;

has noted the Commission report on the implementation of the abovementioned conclusions, the outcome of the meetings of experts convened by the Commission and the comments made by Vice-President NATALI;

notes that the manual for preparing and appraising project dossiers has been revised by the Commission to take account of the role of women;

enhances the need to consult women on the implementation of projects funded by the Community;

confirms that there should be a study of the relevant social sphere and context when preparing, monitoring and evaluating projects;

reaffirms the importance of the role of women in development and states that it must be taken into account in all cases in the pre-programming, programming and examination of projects and in their funding by the Community; to that end there is room for specific measures to increase the contribution of women to development;

would like to see a considerable increase in the number of women working in the sphere of technical assistance;

hopes that the contacts which the Commission has established with women's organizations in the developing countries, particularly in the form of regional seminars, will be stepped up. Contacts with women's associations at village level should also be sought;

requests the Commission to make every effort henceforth to include a breakdown by sex in the available statistics on projects submitted for Community funding;

requests the Commission to continue its activities designed to promote, in line with the above conclusions, more concrete participation of women in development programmes and projects and intends to discuss the matter again at its next meeting, if possible on the basis of an initial report from the Commission and information from the Member States on their experience in this field.

**COUNCIL CONCLUSIONS OF 17 APRIL 1986
ON THE ROLE OF WOMEN IN DEVELOPMENT**

THE COUNCIL

- Recalling its conclusions of 8 November 1982 and of November 1985,
- Takes note of the papers presented by the Commission and several Member States, on the basis of which useful exchange of views has taken place and decides to adopt the following conclusions with reference to important elements thereof:

1. The importance of the United Nations forward-looking strategies must be underlined. These strategies contain specific suggestions relating to development co-operation, and in particular the recommendation that development institutions adopt explicit policies relating to women and development and put in place the management systems necessary to ensure the effective implementation and evaluation of these policies in the full range of their programmes and activities.

2. In this context the Council notes the measures that the Commission has undertaken relating to project appraisal and the achievement of increased awareness and expertise amongst staff members and welcomes the further measures the Commission envisages relating to increasing the number of female experts, new seminars on women and development and closer contact with national authorities and other international development agencies.

3. The Council notes also the measures taken by several Member States to implement policies which enable women better to participate in development actions which they support, in particular

- the establishment of specialized administrative units which deal with project appraisal and try to raise general awareness and expertise concerning the participation of women in the development process.

Some Member States on the other hand have stressed that it is essential to consider the role of women as an integral part of the standard procedures for the preparation and appraisal of all projects and programmes.

- Measures concerning staffing both in the capital and in the field which strengthen the way the point of view of women can be taken into account.
 - Studies and evaluation concerning the impact of development actions on the status and the role of women as well as the establishment of guidelines to implement the lessons learned.
4. These specific measures, such as seminars and increased contacts with women's bureaus and organizations, should not be seen as isolated interventions, but are part and parcel of a long term strategy to integrate women into the development activities supported by the European Community and its Member States.
 5. Priority attention should be given to women's participation in sectors where their role has often been neglected in the past, such as agriculture and food production, processing, marketing and distribution, particularly in Africa where women have a vital contribution to make to master the critical food situation.
 6. The productive and useful exchange of views on policies relating to women and development should be continued. In this context the Council invites the Commission to convene, on a regular basis, a group of experts of the Member States and of the Commission. This group could particularly assist in the monitoring of the implementation of the policies and guidelines defined by the Council. The Council invites the Commission to report back at a later date on this implementation with a view to a renewed debate by the Council in due course.

COUNCIL CONCLUSION OF 9 NOVEMBER 1987
ON WOMEN IN DEVELOPMENT

1. The Council has on previous occasions underlined the importance which it attaches to the issue of Women in Development (WID). In April 1986 the Council concluded that priority should be given to the implementation of the Forward Looking Strategies for the Advancement of Women to the Year 2000 (FLS), with special attention in the first instance to women's participation in sectors such as agriculture and food production. It has noted with interest the progress report drawn up by the Commission on the implementation of Community policy in relation to women in development and welcomes the conclusions and recommendations of the meeting between Member States' officials responsible for "Women in Development" and the Commission in Brussels on 17-18 September 1987. It encourages the Commission to organize similar meetings on a regular basis to exchange views on experience and the implementation of the following conclusions.
2. Evidence clearly shows that the WID issue is relevant for all development processes. Programmes and projects which integrate WID are likely to be more effective. The Council therefore underlines the need for the WID issue to be fully integrated into all co-operation agreements between the Community and its development partners (ACP, Latin American, Asian and Mediterranean countries).

The Council notes the Commission's intention to carry out a thematic evaluation of a number of mainstream development programmes and projects implemented in different countries and sectors as to the involvement of women. The results of this evaluation could be used when preparing new conventions, co-operation agreements, indicative programmes and financing proposals. They could also serve as useful material for staff training.

3. The Council is aware that despite the greater attention paid to this issue in recent years, much still needs to be done in order to establish operational mechanisms to ensure the integration of women in all phases of the programme and project cycle.

The Council therefore notes with satisfaction that a number of steps shall be taken by the Commission and Member States to integrate the WID issue into all development policies. In particular, an action programme

will be drawn up, based on the Forward Looking Strategies, encompassing inter alia: practical measures to ensure that development policies with regard to WID are properly implemented by all relevant administrative units, and sector specific guidelines, where appropriate, and training on how to incorporate this issue into the main aid sectors and country or regional profiles setting out principle guidelines for assistance to women in developing countries. The OECD/DAC report "From Nairobi to the year 2000" and the experience of Member States which have already elaborated such action programmes should be taken into account.

4. During all phases of the programme and project cycle, particular attention should be paid to the socio-economic position and role of women. Documents such as financing proposals, implementation and evaluation reports should include specific information on the expected impact of the project on women and on the integration of women into programmes or project activities.

Since WID activities should be an integral part of all programmes and projects, financing proposals should provide for the necessary funding. It is essential to establish the needs and wishes of local women and all appropriate proposals should involve consultation at the identification stage.

Special efforts should also be made to assist development partners in involving local women in programme and project planning, implementation and evaluation. WID expertise should be included in all stages of the programme and project cycle. Efforts should be made to strengthen local female expertise of developing countries.

The Commission should work closely with NGOs and give special attention to co-financing projects which increase awareness of WID and by associating NGOs in the implementation of Community programmes and projects, thereby involving the local population.

5. Qualified staff and material resources in development administrations of the Commission and Member States should be sufficient to ensure the full integration of women in all appropriate programmes and projects.

6. The Development Council invites the Commission to submit to it for its first meeting in 1989 a report on progress achieved in implementing these conclusions, including an outline of an action programme. This report should take into consideration, inter alia, the results of the meetings and exchanges of views referred to in paragraph 1.

INVESTMENT AND THE ROLE OF THE PRIVATE SECTOR

COUNCIL CONCLUSIONS OF 21 MAY 1987
ON THE ROLE OF THE PRIVATE SECTOR
IN THE DEVELOPMENT PROCESS

1. The Council recognizes the importance of the role of a healthy and prosperous private sector for the balanced, successful development of the economy generally. It notes with satisfaction that many developing countries themselves have for a number of years shown increasingly clear and explicit recognition of the importance of that role.
2. The Community and its Member States have not been inactive in this area. Among the instruments created to promote and support investment and development of the private sector are certain forms of financial and technical co-operation, the European Investment Bank, the Centre for the Development of Industry (ACP-EEC) and instruments set up by Member States.

The Council nevertheless recognizes that, in view moreover of developments in current thinking in this area, there is a need to re-examine the policies pursued and the instruments used from the standpoint of stepping up and improving the effectiveness of the efforts and measures undertaken, in consultation with those of its partners wishing to embark upon this course of action.

3. The Council emphasizes that efforts to encourage the domestic and/or foreign private sector must be designed to complement and not to replace existing efforts and in no way imply any withdrawal by the Community and its Member States from their responsibilities in the field of official development assistance. The Council also considers that an efficient public sector provides a favourable framework for a growing private sector role in the development process.
4. The Council is mindful of the differences in situation between developing countries and of the variety of obstacles in the way of the domestic and foreign private sector's contribution towards development. The most serious of those obstacles is a discouraging economic environment. The Council considers that the progress to be made in this respect is of decisive importance.

5. With regard to existing potential for action and co-operation, the Council believes that efforts by the Community and the Member States will have to cover the following sectors:

(i) first of all, agriculture and the rural world:

the agricultural production sector as such, together with related sectors upstream (production and distribution of agricultural inputs) or downstream (processing of products, storage and distribution of agricultural produce), or the development of the rural world in the broad sense (production and marketing of everyday consumer goods);

(ii) industry, where - in view of the small scale of the market in many developing countries - the priority call should be for action in respect of small and medium-sized undertakings, concentrating primarily on covering the abovementioned agricultural and rural needs and rehabilitating existing industrial units. Such action should also take into account the possibilities afforded by the development of South-South trade and regional co-operation;

(iii) services, particularly in the sphere of tourism, the marketing of agricultural products and inputs, transport, financial services (collection of savings, decentralized credit networks, insurance, information, training and technical assistance for SMU's, etc.), and in other areas in which private sector services may prove worthwhile and be encouraged to a greater extent than in the past (urban transport, water and energy supply, construction and maintenance of economic and social infrastructure).

6. The Council also confirms the importance of the role of co-operation between undertakings from the EEC and developing countries and of foreign investment and the advantages which they can have for the development of countries wishing to seek recourse to them as a privileged tool for the transfer of know-how (in the organization of production, technology adaptation, management, marketing, training of executive and skilled staff, etc.) and as a possible catalyst for further inflows of resources. The Council considers that medium and even small-sized European undertakings should constitute an instrument especially suited to this form of co-operation.

7. The Council calls upon its subordinate bodies, the Member States and the Commission to intensify their thinking on the contribution which the private sector can make towards development. Discussion, in which greater participation on the part of private operators in the Community would be desirable, should focus in particular on:

- support for the structural reform mentioned above, with the aim of creating a more stimulating economic environment;
- intervention in the framework of technical and financial assistance;
- encouragement of co-operation between undertakings from the EEC and developing countries, principally in the case of European small and medium-sized undertakings;
- promotion and protection of investments and intellectual property.

The Council requests the Commission to submit at a later date both the outcome of this examination and any more specific proposals.

ADJUSTMENT PROCESS

COUNCIL COMMON POSITION OF 9 NOVEMBER 1987
ON THE SPECIAL COMMUNITY PROGRAMME TO AID CERTAIN HIGHLY INDEBTED
LOW-INCOME COUNTRIES IN SUB-SAHARAN AFRICA

The Council approves the Commission's intention to implement a special Community programme to aid certain highly indebted low-income countries in sub-Saharan Africa, as set out in its communication to the Council.

1. As regards eligibility of countries for Community assistance under this programme, the Council and the Commission consider that the following criteria should be applied:

- low-income countries, i.e. eligible for financing from the International Development Association;
- a debt burden that seriously affects their capacity to import;
- a commitment and action to undertake significant efforts to carry out economic adjustment.

Countries undertaking an IMF or World Bank adjustment programme would clearly have demonstrated that they are making such efforts. However, given the special Community character of this programme, it may be possible to assist countries which currently have no formal IMF or World Bank approved programme, provided that their macro-economic policies or sectoral adjustments are deemed sustainable and that the assistance provided is directly related to the action they are taking in pursuance of such adjustment. Community assistance in the form of general and sectoral import programmes must not run counter to such sustainability and should be planned and implemented in close co-ordination with the World Bank or the IMF.

2. On the basis of this approval by the Council, the Commission is invited to make contact with other donors with a view to preparing a report on overall allocations under this programme to be submitted to the Programming Committee prior to the presentation of specific proposals to the EDF Committee.

3. The Council welcomes the intention of Member States and the Commission to seek effective consultation and co-ordination among themselves and with OECD partners, with a view to the donor conference to be held on 3-4 December and similar future meetings on measures to be taken to help highly indebted low-income countries in sub-Saharan Africa.

4. As far as the financial aspects are concerned, the Council:
 - welcomes the Commission's intention, while implementing the third ACP-EEC Convention and in agreement with each country concerned, to increase the proportion of quick-disbursing aid to eligible countries under the special programme to about 20% of programmable aid;

 - considers it necessary to devote a further amount of MECU 100 to implement the special Community programme, this amount being financed:
 - = to the extent of MECU 40, by balances outstanding from earlier ACP-EEC Conventions; and

 - = to the extent of MECU 60, by partially recycling repayments accruing to Member States of interest and capital made or to be made by the ACP States relating to special loans and risk capital accorded by the Community.

5. The Council intends to take the necessary legal measures to that effect as soon as it has had the opportunity to consider the Opinion of the European Parliament.

COUNCIL RESOLUTION OF 31 MAY 1988
ON THE ECONOMIC SITUATION AND ADJUSTMENT PROCESS
IN SUB-SAHARAN AFRICA

1. At its last meeting on 9 November 1987, the Council (Development) agreed to give further thought to the economic situation in sub-Saharan Africa and to the support that the Community and its Member States could provide for the structural adjustment process under way in a large number of countries in that region.
2. The Council has taken note of the Commission's analysis of the situation, which it shares to a very large degree. In particular it notes that, in addition to the fact that internal structures are frequently ill-adapted, the problems posed by debt servicing, the fall in certain commodity prices and insufficient external financial input are jeopardizing the ability of many sub-Saharan African countries to pay for the imports essential to their development. The international financial situation of the last few years has made matters worse.

The Council notes with satisfaction that most of the countries in question have realized the seriousness of these problems and have undertaken restructuring and adjustment efforts. In that connection, it gives a reminder of the United Nations Programme of Action for African Economic Recovery and Development (1986-1990), adopted in May 1986.

3. The Community and its Member States reiterate their willingness to support the adjustment process now under way in those countries in whatever way they can.
4. After examining the problems posed by the implementation of structural reforms, the Council concludes that if viable and durable restructuring is to be achieved, the approach to be followed should take account of the following points:
 - reforms should be conceived and carried out in a pragmatic and differentiated manner, with due respect for economic policy options and taking account of the peculiarities and constraints of each country. It is essential in this connection that the governments of the countries concerned be involved to the greatest extent in analysing the difficulties to be resolved and in preparing reform programmes;

- the Community's efforts to support sectoral policies should be continued within the framework of the priority given by numerous recipient countries to the objective of food security. However, sectoral policies should be designed to dovetail coherently with macro-economic adjustment measures;
- although the adjustment programmes are intended to restructure the economy, re-establish macro-economic balances and bring lasting growth as quickly as possible, it is important to integrate into them other imperatives such as cultural matters or environmental protection;
- it is important, from the stage of planning any adjustment measure, to take into account its social dimension, particularly in order to reduce any negative effects it may have on the most vulnerable sections of the population and to promote simultaneously the objectives of economic growth and social justice;
- the rate at which reforms are implemented must be compatible with the capacities and resources of each country and its development objectives, and must be bearable for its people;
- it must be stressed that in those countries the continuation and success of efforts to achieve adjustment are necessary conditions for the re-establishment of economic growth. Medium- and long-term support for development measures and support for adjustment measures through fast-disbursing actions are complementary and are both indispensable.

5. The Community already contributes to the adjustment efforts of the sub-Saharan countries through the instruments of co-operation under the third Lomé Convention, in particular fast-disbursing instruments. It has recently added a special programme for certain poor and heavily indebted countries which, among other things, provides for the first time, under certain conditions, for the implementation of general import programmes. Through the same special programme the Community intends to increase and accelerate the fast-outlay sectoral import programmes provided for by the third Lomé Convention. These various measures will help to attenuate the shortage of currency and funds.

6. The Council invites the Commission and the Member States to ensure that the aid instruments at their disposal are used, as efficiently as possible, to support structural adjustment efforts as required, in particular by making available fast-disbursing aid. As far as the Community is concerned, instruments such as STABEX and food aid and the SIP's mentioned above should be better co-ordinated and used with great flexibility so as to give greater support for the adjustment process.
7. The Council invites the Commission and the Member States to develop, in the States in question and in Brussels, more systematic co-ordination in the support for structural adjustment within the framework of the existing mechanisms and structures. In addition to a more systematic exchange of information, that will enable the operational measures decided on by each Member State to support the adjustment process in each country to be made more coherent.

Furthermore, in certain cases, co-ordination of certain support instruments, for example the use of counterpart funds from import programmes or from food aid, might be useful.

8. The Council emphasizes the need for effective co-ordination between the Community on the one hand and the World Bank and the IMF, which play a de facto leading role in the dialogue on structural adjustment, on the other. Such co-ordination must develop at operational level, but also upstream, so as to ensure greater convergence of political approaches and positions. It hopes that the Commission and the Member States will impress on those institutions the specific nature of the Community approach defined above. This is based in particular on its thorough knowledge of the realities and local constraints of the sub-Saharan States, on its permanent dialogue with those countries, on the reliability and continuity of the aid it provides and on the contractual nature of the Convention of Lomé.

PROMOTION OF TRADE AND SERVICES

COUNCIL CONCLUSIONS OF 5 JUNE 1984
ON THE PROMOTION OF
DEVELOPING COUNTRIES' TRADE

As part of its co-operation with the developing countries, the Council attaches great importance to initiating or intensifying efforts for more effective promotion of trade particularly since it is aware of the impact a fall off in trade would have on some of the developing countries.

The Council therefore noted the discussions which were held on the basis of documentation supplied by the Commission. It believes that the time is now ripe to draw the initial general conclusions on future policies in this field in order to make Community aid more effective.

It may amplify these conclusions on trade promotion programmes at a later stage in particular when the assessment the Commission requested from independent experts is available.

While acknowledging the need for flexibility of implementation to take into account the specific characteristics of developing countries, markets and trade relations, the Council adopts the following general guidelines and principles:

- in general, trade promotion programmes will be all the more effective if they are integrated in a wider programme devised by the country concerned or form part of a development strategy; priority will not normally be accorded to isolated programmes;
- co-operation and co-ordination should be encouraged with other backers including specialized private and public agencies in the Member States, and with international organizations which are active in this field (in particular the Joint GATT/UNCTAD International Trade Centre in Geneva); the Council will return to this question in the light of the assessment currently being made;
- regular meetings between experts from the Commission and the Member States on trade promotion with developing countries should be organized to improve the exchange of information and to ensure better co-ordination.

In this connection, more systematic recourse to the embassies of the Member States in the developing countries and of the Commission delegates could be especially useful.

The Council also suggests the following objectives:

- aid to developing countries which so request in establishing coherent trade policy;
- more systematic promotion of trade between developing countries (SOUTH-SOUTH) in particular by better use of regional co-operation funds without prejudice to the promotion of trade towards other areas, inter alia industrialized countries;
- the development of agencies for trade promotion including co-operation with the existing specialized Institutes in the developing countries, strengthening the centres for the promotion of developing countries' exports and aid for the setting up of trade missions to enable the developing countries to have their own market studies;
- the development of training programmes in collaboration with appropriate organizations such as Chambers of Commerce and the relevant professional bodies, and encouragement for the development of contacts with the private sector;
- the development and adaptation of products, and a greater awareness of quality aspects and standards, the adoption of appropriate standardization systems and assistance to control laboratories;
- finally, with regard to fairs and exhibitions, the support given by the Community to the developing countries' participation in such gatherings will be even more effective if it is the logical conclusion to an earlier trade promotion programme and of a broader programme in the relevant developing country. Preference should also be given to specialized shows while taking care to ensure that the product is indeed exportable and available.

COUNCIL CONCLUSIONS OF 17 APRIL 1986
ON THE PROMOTION OF
DEVELOPING COUNTRIES' TRADE

1. "Trade promotion" should be defined as the "development of trade in goods and services", including the possibility of taking action at various stages, from before the production stage and up to final distribution, in order to increase trade in products and certain services, such as tourism, and to study, with a view to possible support, systems of export financing.
2. To improve the developing countries' trade performance, donors should help these countries to draw up an overall trade promotion policy, it is of prime importance in trade to establish a link between the development of human skills, the development of products and the development of markets.
3. The developing countries should be strongly urged - through a dialogue if possible - to pursue an integrated policy in keeping with production potential and the export capacity of agriculture, industry, craft trades and services.

For each country or region which so requests the Community should support the efforts made by recipients of Community aid to draw up action programmes setting out objectives, control and evaluation criteria and procedures. Such programmes must take account of the recipient's specific needs and circumstances.

4. An approach based on specific objectives should be followed when adopting Community aid measures for trade promotion.

In the particular case of trade promotion aid granted to the least-developed countries, a set of co-ordinated measures should be applied making use of the various instruments at the Community's disposal.

5. When production projects financed by the Community are prepared and appraised, particular attention should always be given to those aspects relating to the marketing and distribution of goods and services.

From its conception, every programme or project for promoting trade in developing countries should allow for the possibility of practical evaluation at every stage in terms of quality and quantity.

6. The conception, preparation, appraisal, implementation and evaluation of the Community programmes must be improved and there should be co-ordination to ensure some degree of consistency in Community action and compatibility between programmes and measures adopted in the field of trade.

The Council recommends here that in an initial stage the Commission should inform Member States of the projects envisaged and that the Member States should do the same.

7. The Council recommends that the Commission should create a suitable forum, composed mainly of relevant organizations in the Member States, to facilitate the exchange of information, co-ordinate programmes, monitor action regularly (every six months, for example) and give general guidelines for trade promotion programmes.

Existing co-operation should be stepped up with the ITC (UNCTAD/GATT International Trade Centre in Geneva). Close co-operation is also desirable with organizations such as the WTO (World Tourism Organization in Madrid), the CFTC (Commonwealth Fund for Technical Co-operation) and other public or private institutions operating internationally in this area.

8. Encouragement should be given to operations to promote contact between economic operators whether in the private or public sector.
9. In consultation with the recipients, efforts should be concentrated on marketing in priority sectors such as agriculture, rural development and food production to ensure the viability of programmes based on production.
10. Regional meetings should be organized to promote action by the countries concerned and in particular the ACP States to bring about an increase in trade, including South-South trade. The Member States could make a major contribution to this effort by involving their trade experts and their representatives in the regions concerned.

11. The Council hopes that, in agreement with the recipient countries, trade promotion will be an important factor in co-operation with the Maghreb and Mashrek countries.

12. The Community should endeavour to step up - in particular by a suitable appropriation, without prejudice to the budget procedure - its co-operation in the promotion of trade and services in the developing countries of Latin America and Asia and with their regional organizations, in view of the importance which it attaches to trade with those countries.

HEALTH

COUNCIL CONCLUSIONS OF 21 MAY 1987
ON COMBATING AIDS IN
THE DEVELOPING COUNTRIES

1. The Council, having taken note of a statement by the Vice-President of the Commission, Mr NATALI, stresses that the problem of AIDS is a major public health concern in every continent in the world, both in the developed and in the developing countries.

The situation in the developing countries is all the more alarming in that they largely lack the technical and financial resources to undertake the necessary preventive measures.

2. In order to help combat this scourge in those countries which ask for such help, the Vice-President of the Commission has proposed the implementation of a "Community programme to combat AIDS in the developing countries", the main aspects of which are as follows:

- the main objective, given that it is not yet possible to cure the disease or contain it by vaccination, will be to protect those not infected by the virus;
- action will be directed at responding swiftly to the proposals made by the WHO in its "Special Programme on AIDS" which is based in particular on the implementation of national programmes aimed essentially at strengthening the health care schemes through which AIDS must be combated;
- this programme will be kept very flexible so that it can be adapted very rapidly to the realities of a constantly changing situation: technical advances, social attitudes to the disease, features peculiar to various countries and the need to integrate into international co-ordination;

- action could for instance be taken to:

= reduce transmission through blood (blood-bank screening, etc.), through sexual contact (information and education campaigns) and through injections (professional hygiene measures, provision of sterilizing equipment, etc.);

= assess the impact of the programme and study the evolution of the disease, conduct operational research into the incidence of AIDS and the dangers and methods of transmission;

- this programme will be able to mobilize technical support in particular via NGOs and European hospitals and research centres, preferably in the context of inter-institutional co-operation with their opposite numbers in the developing countries.

3. The Council welcomes the Commission's initiative, as expressed in Vice-President NATALI's oral communication. It notes the Commission's intention to make appropriate financial provision from funds at the Community's disposal. Consequently, it requests the Commission to make proposals rapidly in this respect, according to the usual Community procedures.

4. The Council emphasizes the need for close co-ordination of the Community programme with the measures taken by organizations and donors active in this field, and with those taken by the Member States.

It calls in particular upon the Commission to co-ordinate its action closely with that of the WHO so that it dovetails with the Special Programme on AIDS drawn up by the WHO.

The Council also welcomes the Commission's stated intention of holding regular meetings with Member States' experts in order to take stock of the implementation of the Community programme and to co-ordinate it with the bilateral action which the Member States are undertaking for their part.

POPULATION AND DEVELOPMENT

COUNCIL RESOLUTION OF 11 NOVEMBER 1986
ON POPULATION AND DEVELOPMENT

The Council notes that since 1950 the world's population has doubled in size, and that, although the global population growth rate is now declining, the world's population is projected to reach 6,1 billion by the year 2000, of which almost 5 billion will live in developing countries. It is concerned that the capacity of most developing countries to achieve economic development and improvements in standards of living is expected to be severely limited, in particular in the short and medium term, by rapid and unprecedented rates of population growth, or by imbalances between the distribution of population and resources. In this connection the problems of degradation of the environment and of large-scale rural/urban migration are important.

The Council also notes with concern that over the past decade growth rates in GNP in the poorer developing countries have barely exceeded population growth rates, that consequently the employment situation is worsening, that many developing countries' food production is failing to keep pace with population increases, and that their age structure and dependency ratios are increasingly serious constraints on the provision of adequate health, education and social services. The Council considers that infant and maternal morbidity and mortality rates remain unacceptably high in many developing countries, and recognizes the link between material and child health and the number and spacing of births.

The Council reaffirms the continuing relevance of the recommendations of the 1984 United Nations Conference on Population on measures to further implement the World Population Plan of Action. It recalls that an objective of the Third Lomé Convention is to promote the economic and social progress of the ACP States, and the well-being of their population, through the satisfaction of their basic needs, the recognition of the role of women, and the enhancement of people's capacities, with respect for their dignity. It notes that other co-operation agreements between the Community and developing countries have similar objectives.

The Council notes that developing countries are increasingly recognizing the need to adopt population policies as an integral part of overall economic and social development policies, and agrees that, while the primary

responsibility for formulating and implementing population policies must rest with developing-country governments, the Community is prepared to provide appropriate assistance if requested to do so, with a further condition for success being adequate co-ordination with Member States and other donors acting in this field. The Council endorses the following principles and guidelines for such assistance in the framework of the Community's existing co-operation programmes.

A. GENERAL PRINCIPLES

- (i) Assistance should only be given for population programmes which are neither coercive nor discriminatory, and which respect the principles of the World Population Plan of Action;
- (ii) all population policies must be based on the fundamental right of individuals and couples to choose voluntarily the number and spacing of their children;
- (iii) population policies and programmes should be regarded as an integral part of general economic and social development, bearing in mind the need to reach and/or maintain a balance between population, resources, employment and the environment. Population trends should be taken fully into account in formulating development programmes and projects;
- (iv) population policies and programmes should be adapted to local social, cultural and economic conditions and pay attention to the needs of the individual, the family and the wider community.

B. GUIDELINES FOR ACTION

- (v) Subject to the above conditions, the Community is prepared to assist those developing countries which wish to establish population policies, or, where such policies are already in place, to help developing countries to design, implement and evaluate population programmes and projects. Training is likely to form an important part of such assistance to strengthen national capacities in these areas;

- (vi) since the collection and analysis of demographic and related data are an indispensable basis for the development of population policies, the Community is prepared to provide assistance to help developing countries, where so requested, to develop capacities for data collection and analysis, strengthen national sample survey programmes, and develop new data collection and analysis techniques;
- (vii) the Community is ready to help in undertaking socio-economic studies, both of a general nature and in respect of small communities, as well as research into the determinants and consequences of fertility and of population distribution;
- (viii) the Community is ready to help developing countries tackle the underlying causes of the rural exodus and uncontrolled urban growth;
- (ix) the Community is ready to help those countries to carry out information and awareness campaigns on population issues in development, directed at both men and women;
- (x) the Community is also ready to assist developing countries to make it possible for individuals and couples to achieve their desired family size, through the availability of family planning information, education and services;
- (xi) the Community will endeavour to ensure that the provision of voluntary family planning services is integrated into mother and child health programmes, which it is willing to help set up as an essential component of primary health care;
- (xii) in view of the link between women's status and level of education and their family size, the Community will pay particular attention to programmes designed to improve women's education, training, income-earning capacity and access to health care;
- (xiii) in view of the innovative and valuable role played by non-governmental and international organizations, the Community will continue to work with them in the development and implementation of appropriate population programmes.

Given the need to extend co-ordination in this field, the Council considers that periodic meetings between experts of the Member States and the Commission could be useful for exchanging experiences and information on the implementation of these guidelines, and accordingly invites the Commission to consider convening such meetings.

The Council agrees to review and evaluate progress at a later meeting.

ALERTING PUBLIC OPINION IN EUROPE

COUNCIL CONCLUSIONS OF 21 MAY 1987
ON INCREASING PUBLIC AWARENESS IN THE COMMUNITY
OF DEVELOPMENT QUESTIONS

The Council examined with interest a Commission paper on this subject presented by Vice-President NATALI. As a result of this examination, it adopted the following conclusions:

THE IMPORTANCE OF INCREASING PUBLIC AWARENESS

1. The Council recognizes that increasing public awareness of co-operation and development issues is an essential basis for the efforts made by the industrialized countries to support economic and social progress in the developing countries; that official aid programmes and other specific action to help these countries require the public's support; and that the Community and the Member States must take responsibility for fostering such support by improving understanding of the programmes and of the international co-operation framework within which they are implemented.

The Council has also noted that certain international organizations are concerned to inform the public and increase its awareness, an important instance of this being the European publicity campaign to be organized in the Spring of 1988 by the Council of Europe.

2. While public support can be counted on for emergency or short-term humanitarian actions, the same does not always apply, because of their complexity, to longer-term development issues and efforts based on the relationship of inter-dependence between North and South.

Moreover, public opinion in the European Community countries has difficulty in grasping the overall magnitude of the European effort as a whole in the area of development co-operation as well as of the individual action taken by the other Member States or by the Community. The same is true of the achievements of the developing countries themselves.

Although the problem is not equally acute in all the Member States, the Council feels that efforts should be made in future to remedy the situation.

PRIORITY AIMS AND TOPICS

3. The Council feels that efforts to inform the public and increase its awareness should focus mainly on the following aims and topics:

- (a) to explain to the public what is at stake in North/South co-operation;
- (b) to present and bring home to the public the realities of the situation in Third World countries, the diversity of their situations, the difficulties which impede their development, the efforts they have made to overcome their difficulties and the progress achieved. Cultural exchanges can play a useful role here;
- (c) to provide details of action and initiatives undertaken as part of bilateral or Community co-operation policies, with regard both to aims and results;
- (d) to explain the broader implications of European co-operation in the Third World.

THE NEED FOR INCREASED COLLABORATION AT EUROPEAN LEVEL

4. Although they often have limited financial backing, the means which must be brought into play for this purpose are many and varied. They exist at government and official level in all the Member States and in the Community institutions, particularly the Commission. They also exist at the more decentralized level of education systems, the NGOs, regional or local authority bodies and of certain professional groups. Finally they exist in the media themselves, which can have a considerable day-to-day impact on opinion.
5. While taking note of the action to date at these various levels and underlining the importance of continued and improved action concentrating on the priority aims and topics set out above, the Council considers that there are also many areas in which a multiplier effect might be obtained at European level by encouraging the various agents concerned to collaborate more closely by introducing a simple and non-compulsory process of exchanging experience and information which would enable existing potential to be tapped to the fullest extent.

6. In this connection, the Council notes with interest the possible areas mentioned in the Commission communication by way of illustration for national action and for collaboration between equivalent national and Community departments, namely exchanges of views, of experience and of material, the joint production of material, activities co-ordinated with other European or international organizations, efforts to inform and increase awareness of development issues (for example, action in schools, action with the possible involvement of NGOs, local authorities, professional groups and youth associations).

7. The Council considers that these possibilities and, where appropriate, others not yet identified at this stage are worthy of closer and more systematic examination by national and Community experts, and therefore asks the Commission to convene and hold the meetings necessary for this purpose.

The Council agrees to study and evaluate at a future meeting the outcome of such an examination and any specific proposals for action which may be submitted to it as necessary.

CO-ORDINATION OF CO-OPERATION POLICIES AND OPERATIONS

COUNCIL RESOLUTION OF 5 JUNE 1984
ON CO-ORDINATION OF CO-OPERATION POLICIES
AND OPERATIONS WITHIN THE COMMUNITY

After examining the Commission communication on the co-ordination of development co-operation policies and operations within the Community (6142/84) and the memorandum on the matter submitted by the German Government, the Council stresses the importance of such co-ordination for making the most effective possible use of aid resources so as to ensure that co-operation operations are consistent with one another and complement one another better.

It recalls that it stated its position on this matter on several occasions in recent years and notes with satisfaction, as the Commission communication reveals, that there has been significant development in Community co-ordination since the first Council Resolution of July 1974 both as regards the general aspects of co-operation policy, also in international bodies, and as regards certain aspects of operational co-ordination. In this respect, it notes with particular satisfaction the development of co-financing.

Recent features of the European economies and the current context of the situation in the Community and in developing countries lead the Council to setting a high price on supplementing its earlier Resolution with the following considerations while giving a greater priority to operational co-operation.

1. The Council is of the opinion that for strengthening operational co-operation the following guidelines should be used which involve all the recipients of Community co-operation, whether they be the ACP States, the Mediterranean countries or the non-associated developing countries.

The Council believes that such strengthening of operational co-operation should be approached pragmatically by introducing voluntary "a la carte" co-ordination tailored to the policies of each Member State towards specific regions, countries or sectors, and taking account of local conditions.

Under such an approach, the recipient country would be at the centre of the co-ordination process.

The Council believes that the sectoral policies for which the Community's support is sought provide a privileged field for co-ordination. Co-ordination should also be open to other backers pragmatically and on a case-by-case basis.

It also feels that, without necessarily making the procedures more cumbersome, active co-ordination on the schemes proposed could usefully be strengthened to make for greater consistency and complementarity between them.

Finally, more use will be made of co-financing between the Member States and the Community.

2. The Council adopts the following operational measures to improve co-ordination between the Member States and the Community under the conditions set out above.

(a) Exchange of information:

- the identification sheets for projects drawn up by the Commission will be improved and also used for aid projects involving non-associated developing countries. Distribution of these sheets to the Member States will be stepped up and the Commission will also improve the communication of information to the Member States;
- Member States will keep the Commission better informed on their aid schemes by sending it a list regularly updated for the ACP, of the development aid they intend to grant;
- informal contacts between the Commission officials responsible and their counterparts in national administrations will be intensified.

(b) Co-ordination in the field:

- contacts between the Representations of the Member States in each country and the Commission delegations, where such exist, will be increased;

- a periodic report on the development of the country and the external aid, particularly from the EEC, received by the recipient country, will be prepared jointly by the Representatives of the Member States on the spot, where they are in a position to participate, and the Commission delegation (similar to and perhaps as a complement to the reports prepared by the economic and trade departments of these Representations);

- more systematic exchange of information will be ensured through the visits and missions carried out by Representatives of the Member States and of the Community within the framework of their aid policies; the initiative for this will lie with the Representation, in the country, of the Member State holding the Presidency of the Council and will be based on information from authorities responsible for such visits and missions.

(c) Support for sectoral policies:

- along the lines of the co-ordination achieved in the context of support for food strategies in countries where such are put in hand, active co-ordination could be attempted whenever possible in support of sectoral policies.

The Council calls on the Commission to report back to one of its forthcoming meetings (Development) on the implementation of this Resolution.

**COUNCIL CONCLUSIONS OF 4 NOVEMBER 1985
ON CO-ORDINATION OF CO-OPERATION POLICIES
AND OPERATIONS**

Having taken note of the Commission's report on the implementation of the Council Resolution of 5 June 1984 on the co-ordination of co-operation policies and operations within the Community,

THE COUNCIL:

expresses its satisfaction at the results obtained, which have brought aid co-ordination within the Community to a hitherto unprecedented level as regards reciprocal information, on-the-spot co-ordination and support for sectoral policies;

notes the relation between highly developed co-ordination between the principal donors, centred on co-operation with the recipient countries, and the awareness on the part of an increasing number of these countries of the need to undertake reforms and adapt their development policies on the basis of priority objectives;

notes that this strengthened co-ordination within the Community has an even greater impact in that it coincides with the imminent entry into force of the third ACP-EEC Lomé Convention and forms part of the dialogue on the search for ways and means of continually improving the effectiveness of the instruments of such co-operation which was agreed between the Contracting Parties to that Convention and is particularly reflected in the current programming exercise;

notes that there is still room for improvement and in this respect advocates strengthening and extending to all Member States the existing system of regular information exchanges between most of the Member States and the Commission; the information must be systematic and two-way;

considers in this context that the process would be improved if it included the transmission, whenever possible, of such relevant country-by-country documents as the administrations have in their possession; it could, for example, result in the transmission in good time of data relating to the identification of projects so as to improve co-ordination as much as possible;

considers that the existing intra-Community system of meetings and exchanges of information in the developing countries concerned must be strengthened; recalls the usefulness, particularly when high-level missions from the Commission or from the Member States visit the countries concerned, of systematic talks with the Commission Delegate and the representatives of the Member States in the field;

recalls the importance it attaches to the regular reports to be drawn up in the field by representatives of the Commission and the Member States accredited in the developing countries receiving Community aid, in accordance with the indicative outline which it approved on 23 May 1985;

agrees to return to this important matter of co-ordination once the programming laid down in the Lomé Convention has been concluded in 1986, so that future operations by the Community and the Member States in respect of all developing countries can benefit from the experience acquired.

PROGRAMMING AND EVALUATION

**COUNCIL CONCLUSIONS OF 17 APRIL 1986
ON THE PROGRAMMING OF COMMUNITY AID
IN THE ACP STATES UNDER LOME III**

Having taken note of the Commission's report on the provisional survey of the programming of Community aid in the ACP States,

THE COUNCIL:

congratulates the Commission on the results already obtained with regard to programming and notes that the new approach adopted for it has generally yielded extremely satisfactory results;

notes the coherence of the sectoral strategies which each State has asked the Community to support and the importance of the economic and administrative commitments given by those States to adopt or continue a process of reforms and adjustment;

welcomes the fact that in accordance with the actual guidelines in the Convention most of the States concerned have chosen to concentrate Community aid on a sectoral strategy for rural development aimed at ensuring greater self-sufficiency or food security;

also notes the demanding nature of the practical implementation, country-by-country, of such an approach, the success of which requires that the conditions set out in the following conclusions should be met:

in this connection calls on the Commission to introduce arrangements to implement and monitor indicative programmes of Community aid that will ensure the consistent interlinking of the measures to which each ACP State has committed itself and the support which the Community can provide;

emphasizes the need to make Community aid sufficiently flexible:

- by making maximum use of the new possibilities offered by the third Lomé Convention whereby the range of instruments available to the Community can be extended to measures of the "programme" or "sectoral import programme" type;

- by ensuring at all levels that, over and above its own particular merits, each measure is assessed more from the point of view of its contribution to the success of the sectoral policy being supported;
- recalls the important place which is given to regional co-operation in the programming of Community aid to the ACP States; in this connection it notes the fact that the process of regional programming has begun and welcomes the initial results of that process, especially as regards the application of the concepts of concentration and of dialogue on major topics of a truly regional nature;
- notes that the programming process undertaken in a large number of ACP States will very shortly be extended to all of them;
- stresses the great need to strengthen co-ordination within the Community (Commission and Member States) and with the other main donors in order to ensure that with due regard for the methods, powers, interests and duties of each party concerned there is a coherent link between the reforms undertaken by each State and support from donors;
- calls on the Commission to submit for its next meeting a final report on the programming of Community aid in the ACP States.

COUNCIL CONCLUSIONS OF 11 NOVEMBER 1986
ON THE PROGRAMMING OF COMMUNITY AID
IN THE ACP STATES UNDER LOME III

THE COUNCIL

again expresses its appreciation to the Commission for the very gratifying results achieved in applying the new programming approach adopted and asks it to complete the exercise as quickly as possible;

welcomes in particular the evident determination of very many ACP States to continue with or to embark upon the process of reform and adjustment, as well as the importance here of the undertakings entered into by those States in the indicative programmes;

notes with satisfaction that, in line with the guidelines of the Convention itself, most of the States concerned have chosen to focus Community support on a sectoral rural development strategy designed to ensure greater food self-sufficiency or security;

is aware that the practical implementation of such an approach in each country will be demanding for both the ACP States themselves and the Community;

states its determination to smooth the way for such implementation by, in particular, providing the most appropriate and tangible support and encouragement for such processes of reform and adjustment;

calls upon the Member States and the Commission in this context to:

- (a) ensure that Government measures and Community support dovetail smoothly and with the necessary flexibility by concentrating on the critical measures which are decisive in ensuring the viability of Community measures;
- (b) gradually bring sets of measures to be financed within an overall umbrella, so as to map out not isolated projects but, rather, programmes on a significant financial scale covering a whole range of features which, even if they are not necessarily defined in the finest detail at the outset, are consistent and interphased;

(c) assess these programmes basically in terms of their relevance to the sectoral policies upheld and of the consistency of their constituent parts; in this context, ensure the proper implementation of these programmes with sufficient flexibility, while informing the EDF Committee:

- of the progress of the programmes, where the Committee so requests;
- on a systematic basis and in good time, of all difficulties that are likely to endanger the integrity of the agreed policy or the viability of the specific actions, indicating what adjustments have been or will be made to overcome these difficulties;

(d) among the range of instruments available under the third Lomé Convention, seek maximum recourse, where the policy environment so warrants, to the provisions of Article 188 of the Convention on sectoral import programmes;

(e) pursue the dialogue between the Commission and national authorities in accordance with the structures best suited to each country, taking individual difficulties into account;

(f) strengthen and rationalize co-ordination, in particular on-the-spot co-ordination, between all donors and, first and foremost, between the Commission and the Member States in order to ensure, especially in sectors of Community aid concentration and for that section of Member States' programmes devoted to the same sector, a genuine convergence of the efforts of each in terms of dialogue, objectives and investments;

recalls, finally, the importance of regional co-operation; takes note, accordingly, of the encouraging initial results recorded in the programming of regional credits and calls upon the Commission to continue its efforts to arrange consultations with the States and the appropriate regional organizations with a view to reaching agreement on the major issues of concern, where possible, to the entire region, and, thereby, to prevent the dispersion of regional action over a multiplicity of different projects of limited regional interest; in this connection, stresses the need for increased co-ordination between Member States and the Commission as regards both the programming of regional credits and the financing of individual projects.

COUNCIL GUIDELINES OF 9 NOVEMBER 1987
ON THE EVALUATION OF DEVELOPMENT CO-OPERATION.

1. The Development Council has repeatedly stressed the importance which it attaches to the function of evaluation of development co-operation, most recently on 21 May 1987. It considers that it is essential to learn from past mistakes and successes and to use experience gained over the last 20 or 30 years of execution of development policies to improve the quality of future aid.

At its last meeting, the Council emphasized that the support of public opinion for development aid was essential. The dissemination of the results obtained by evaluating development activities, which should be done without breaching the necessary confidentiality, is an important means of increasing public awareness.

The need for evaluation is recognized in the third Lomé Convention, where Articles 193 and 224 provide for evaluation procedures. The Council considers that activities in all areas of Community development assistance should be evaluated. The practical lessons learnt in any one geographical area or operational sector of Community development co-operation should also be drawn on when evaluating other areas or sectors. The Commission and Member States may moreover, where appropriate, draw on results and reports by other institutions.

2. Member States and the Commission agree in general to make available to each other on request all evaluation studies completed as well as future work programmes.

The Council has noted with satisfaction that the Commission departments and their colleagues in the administrations of the Member States dealing with evaluation have initiated a dialogue. It feels that closer collaboration between the Member States and the Commission in this field would be of benefit to all. Where appropriate, joint evaluations by the Commission and one or more Member States could be useful.

3. In order to be able to carry out their function effectively and to ensure that experience gained is systematically fed into future programmes and projects, evaluation services in the Member States and the Commission

should have sufficient material and personnel resources at their disposal, taking into account the relative size of aid programmes of the Community and other Member States.

4. The major problem involved in evaluation is ensuring that there is adequate feedback into operational practice. Evaluation and monitoring should therefore be incorporated explicitly and systematically into all programmes and projects from the earliest phases of preparation and planning up to the final ex-post phase. Throughout the programme and project cycle, the relevant documents should note knowledge gained from past experience on similar programmes and projects or from earlier phases of the same activity and how this knowledge has been used. Efforts should be made to modify or re-orientate activities during implementation where monitoring shows that such modification is necessary.
5. It is important that the question of sustainability of benefits after programme or project completion be systematically considered during the stages of identification, feasibility study, appraisal/financing, monitoring and evaluation. Criteria such as fulfilling a genuine need, contributing in a positive way to the overall development of the beneficiary, success in reaching target groups and environmental impact are all considerations which are important in ensuring such sustainability. Member States and the Commission should come to a broad common understanding on the major factors conditioning sustainability, giving due consideration to work currently being done within the OECD.
6. The Council recommends that the application of existing evaluation procedures be reviewed in order to ascertain to what extent improvements could be made under future conventions, co-operation agreements and other development instruments.
7. The Council stresses that representatives of recipient countries and where possible of the target groups should be involved at all stages of the evaluation exercise in order to ensure maximum effectiveness.
8. Meetings between the evaluation services of the Commission and Member States are essential for the implementation of these guidelines and making progress in evaluation work. To this effect, the Commission is invited to present a concise annual report containing the current state

of work and a work programme for the coming year. This report should also review progress achieved in intra-Community co-operation in accordance with the present guidelines.

9. In view of its interest in the subject, the Council expresses its wish to review progress in evaluation of development activities on a regular basis.



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