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**COMMUNICATION FROM THE COMMISSION  
TO THE COUNCIL AND THE EUROPEAN PARLIAMENT**

**The 2005 UN Summit – Addressing the global challenges and making a success of the  
reformed UN**

## **COMMUNICATION FROM THE COMMISSION TO THE COUNCIL AND THE EUROPEAN PARLIAMENT**

### **The 2005 UN Summit – Addressing the global challenges and making a success of the reformed UN**

The UN Summit in New York on 14-16 September 2005 is an opportunity for the international community to agree on new, collective action and commitments addressing the main challenges of today's world, as well as to strengthen the UN's capacity and make it more efficient. The EU is firmly committed to effective multilateralism, as expressed in the European Security Strategy and the Commission's Communication on "the European Union and the United Nations: the Choice of multilateralism"<sup>1</sup> of September 2003 and will live up to the expectations of the international community to make a strong contribution to the success of the UN Summit. The EU is actively engaged in fostering a concrete Summit outcome that matches its ambition to undertake substantive actions to support the full implementation of the Millennium Declaration and to better equip the United Nations to help face the challenges of the 21<sup>st</sup> century.

The Commission's proposals in the field of development on 12 April 2005, and the ambitious commitment made by the EU on the basis of these on 24 May 2005, constitute an important demonstration of the EU's commitment to contributing to a successful Summit outcome. The EU is also contributing to advancing the agenda in other areas, including peacebuilding and human rights. The resolution adopted by the European Parliament on 9 June 2005 is a highly constructive contribution. The EU must also demonstrate its commitment to ensure the timely implementation of the Summit outcome, and show to partners how it intends to contribute effectively to that implementation, including through Community policies and instruments. In this Communication, the Commission would like to put forward action-oriented suggestions for EU positions and actions related to that Summit and its follow-up on a number of key issues, building on agreed EU positions.

#### **A HIGH LEVEL OF AMBITION FOR THE SUMMIT AND A FIRM COMMITMENT TO IMPLEMENTING THE SUMMIT OUTCOME**

The Commission expects to see as many clear and action-oriented decisions as possible to be taken at the Summit and to be implemented as soon as possible following the Summit. The draft outcome document presented by the President of the UN General Assembly H.E. Mr Jean Ping, on 3 June 2005<sup>2</sup> indicates in certain cases that further details relating to proposed decisions need to be worked out after the Summit. In that case, a clear timeframe should wherever possible be set for the process, and this should not put in danger any decisions taken at the Summit itself.

The EU's engagement in supporting action towards addressing the main challenges of today's world and to UN reform will not end with the Summit itself. The EU should demonstrate its commitment to ensuring follow-up to and implementation of the Summit outcome. The EU

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<sup>1</sup> COM(2003) 526, 10.9.2003; welcomed by the Council on 8 December 2003 and the European Council on 12 December 2003.

<sup>2</sup> [http://www.un.org/ga/president/59/draft\\_outcome.htm](http://www.un.org/ga/president/59/draft_outcome.htm)

should take a clear front-runner approach, in line with its engagement in favour of effective multilateralism.

At this stage of the Summit preparations, not all of the issues to be addressed at the Summit could be covered in this Communication, which focuses only on some key issues for the EU where the Commission has a specific contribution to make. The resulting limitation of issues should therefore not imply that other issues on the Summit's agenda not covered here are of lesser importance to the EU. The Communication also addresses already ideas for implementation, which should be seen as examples of how the follow-up to the Summit could be ensured.

## **1. DEVELOPMENT: DELIVER ON INCREASING AID VOLUMES AND IMPROVING AID EFFICIENCY AND POLICY COHERENCE**

The draft outcome document for the Summit tabled by the President of the General Assembly contains a number of positive recommendations in the field of development, which provide a good basis for a useful outcome in September. The EU hopes in particular that other countries will follow the example it has set in undertaking **firm commitments to new and ambitious targets in the area of Financing for Development**, in particular for Official Development Assistance (ODA), on the basis of the Monterrey Consensus and the Barcelona Commitments, on **policy coherence** and on a **special focus on Africa**. The new EU collective commitment for a GDP threshold of 0.56% by 2010 (which should translate into €20 billion more in official development assistance (ODA) per year as of 2010 compared to what is expected for 2006), and 0,7% by 2015 (which should result in €45 billion more per year as of that time), is an important step forward for international solidarity and a clear sign of the EU's commitment to a successful Summit. Furthermore, the EU remains also committed to finding solutions, in cooperation with International Financial Institutions, to unsustainable debt burdens, and is committed to full implementation of the enhanced HIPC initiative. It will be vital to agree on the scope and modalities for further multilateral debt relief in order to secure the long term debt sustainability on a case by case approach.

In addition to volume of aid, the EU has decided to pay particular attention to its quality and effectiveness and will work towards enhanced operational complementarity in aid delivery and further untying of aid. In its forthcoming proposal for a new EU development policy statement the Commission will propose how to ensure that the Summit outcome in relevant areas is taken into account..

With the EU representing over 50% of world ODA and the European Community itself accounting for 10% of ODA, improving implementation is a key concern. The EU should advocate that the UN Summit is a good forum for stressing improved efficiency of aid. Since 2000, the Commission has been fully engaged in a process of management reform which has substantially improved the speed and quality of delivery of European Community external assistance. Major policy reform, strengthened strategic programming and evaluation, streamlined management structures, improved working methods and devolution of decision making to Delegations of the European Commission have been the hallmarks of this process. This has resulted in an external assistance programme which promotes co-ordination and fosters coherence at EU level.

**More finance and improved aid delivery** are important instruments that complement the domestic efforts of developing countries, whose primary responsibility has been recognised

by the Monterrey Consensus. To these efforts, which also focus strongly on the mobilisation of domestic financial resources for development, the EU has stressed the **contribution of non-aid policies** in attaining the Millennium Development Goals (MDGs). The EU has adopted a series of concrete commitments to increase policy coherence and to reconfirm the pro-development commitments in the non-aid policies.

The EU recognises the centrality of the eight MDGs for poverty reduction and growth in all developing countries and reiterates its commitment to achieving all the goals. The EU should fully recognise the **link between achieving the MDGs and fulfilling other existing commitments from major international conferences**. As an example, a number of issues concerning sustainable development, sexual and reproductive health as well as employment and decent work merit being properly reflected in the outcome of the Summit.

The Commission proposes that the EU expresses its readiness, in the context of the implementation of the Summit, to better align its development policy behind the priorities set by developing countries in their poverty reduction strategies in conformity with the MDGs. This would facilitate predictable additional funding and enhance the coordination and coherence of its development cooperation. The EU should also encourage the international donor community to make the necessary alignment.

The specific poor situation of Africa and the bleak prospects for meeting the MDGs in that continent deserve special attention. In May the Council adopted – based on the Commission’s proposals – a series of commitments to assign a political priority to Africa and to accelerate the EU’s actions in a limited number of areas. The EU has confirmed that it will increase its financial assistance for **Sub-Saharan Africa** and will provide collectively at least 50% of the agreed increase of ODA resources to the continent. This would translate into €10 billion more per year as of 2010 and €22 billion more per year as of 2015. Scaling up support to Africa implies additional investments by donors and partner countries in good governance, inter-connectivity, food security, human, social and economic development, delivery of basic services and environmental sustainability. The Commission confirms its intention to put forward proposals by the autumn for a comprehensive and long-term EU Strategy for Africa, to be adopted by the European Council in December 2005.

As regards the fight against communicable diseases, the EU has renewed and strengthened its commitment to confront HIV/AIDS, malaria and tuberculosis (TB) through external action in a new European Programme for Action (PfA) adopted by the Commission in April 2005<sup>3</sup>. This PfA will facilitate coordination and joint actions by the EU (EC and Member States). As requested by the Council in its Conclusions on the PfA, the Commission and Member States will draft a roadmap in order to increase the coherence and coordination of the EU efforts to confront HIV/AIDS, malaria and TB through EU external action. The PfA and the roadmap may also help to establish a link with the UN inter-agency strategy in the fight against these three diseases. In this context the EU should stress the need to pay particular attention to children from HIV/AIDS positive parents.

The EU should also attach great importance to a successful outcome of the second phase of the World Summit on the Information Society to be held in Tunis in November 2005, as Information and Communication Technologies (ICTs) play a key role in achieving the MDGs.

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<sup>3</sup> COM(2005) 179.

## 2. TRADE AND DEVELOPMENT: MOBILIZE TRADE AS ENGINE FOR DEVELOPMENT

The EU should strongly emphasize the mobilisation of **international trade as an engine for development**, with a trade policy that supports other policy priorities such as development, poverty reduction, environmental protection and the promotion of decent work for all. A call by the Summit for rapid completion of the Doha Development Round, no later than in 2006, in a manner that fulfils this development promise should be welcomed. The EU has in May 2005<sup>4</sup> confirmed its strong commitment to ensuring a development-friendly, sustainable and ambitious outcome of the Doha Development Agenda that maximises development gains and thus contributes to the achievement of the MDGs. The EU will continue its efforts in this regard including in the context of the December 2005 WTO Ministerial in Hong Kong. An ambitious outcome would provide new market access opportunities for goods and services from developing countries and strong and development-friendly trade rules.

The Commission recalls the commitment<sup>5</sup> to work towards the objective of duty- and quota-free market access for all LDC products and considers that developed countries should deliver on that commitment at the UN Summit.

The Summit should also recognise the importance of additional funding to support developing countries' own strategies for trade adjustment and integration into the multilateral system. The EU will also continue to assist developing countries in integrating trade into their national development strategies and in carrying out necessary domestic reforms. The EU will further improve its Generalised System of Preferences and Rules of Origin, for the benefit of developing countries.

The Summit should also recognise and support the role of regional organisations and regional integration in a wide range of areas including trade, provided of course that they are compatible with WTO law. The EU will further enhance the promotion of regional integration as a valuable strategy for smooth and gradual integration of developing countries into the world economy, notably in the framework of Economic Partnership Agreements with the ACP countries.

## 3. EMPLOYMENT AND SOCIAL ISSUES: ADDRESS THE SOCIAL DIMENSION OF GLOBALIZATION

The Summit should reconfirm the commitment to the follow-up to the Copenhagen Summit, and in particular to the **promotion of decent work for all** (including the combat against child labour) should be taken into account in a global partnership for development and should be part of nationally owned development strategies. Decent work includes not only the promotion of full, productive employment, but also a range of other key elements such as core labour standards, conditions of work, gender equality, investment in human capital, social security, safety at work and social dialogue. It is necessary to recognise the importance of an **integrated policy approach** and **policy coherence for development**, and in this context to promote mutually reinforcing economic, employment, social and environmental policies at global, regional and national level.

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<sup>4</sup> General Affairs and External Relations Council, 23-24 May 2005.

<sup>5</sup> LDC III, Brussels, May 2001.

The EU is firmly committed to mobilise all its policies, including its trade, development and external relations policies and instruments, to promote decent work and better to address the chances and challenges of globalisation. In December 2004 the European Council underlined the importance of strengthening the social dimension of globalisation for it to bring maximum benefits for all, both men and women, based on the report of the World Commission on the Social Dimension on Globalisation and the Commission proposals<sup>6</sup>. To this end, the EU will cooperate with national authorities, social partners and civil society. It will promote efforts to ensure policy coherence between the international institutions and encourage the dialogue and cooperation between WTO, the Bretton Woods institutions and ILO.

The EU further intends to enhance its support for fair trade as a tool for sustainable development and poverty eradication, and continues to promote the commitment of European companies to Corporate Social Responsibility (CSR) as a relevant business contribution to sustainable development and to poverty reduction.

#### **4. GENDER EQUALITY THROUGH MAINSTREAMING AND SPECIFIC MEASURES**

**Gender equality** is central to development and to the eradication of poverty, to peace and security, and human rights, and should be strongly reaffirmed and promoted through a combination of gender mainstreaming and specific measures in policies and programmes in all spheres of life. This should be taken into account in all partnerships and in national development strategies including in poverty reduction strategies. A gender balanced participation in decision making should be promoted, including in the bodies and agencies of the UN. A gender equality perspective should be fully reflected in the outcome of the UN Summit, and integrated in the follow up of all major UN Conferences in the economic, social and environmental field. This is the commitment taken by the EU at the 10<sup>th</sup> anniversary of the Beijing Platform for Action. The EU should aim for the Summit to reaffirm the commitment to the full exercise by women of all human rights as well as the readiness to efficiently combat trafficking of women as a part of trafficking of human beings. Specific emphasis should also be on the need to better address the issue of violence against women.

The Commission will continue supporting initiatives on gender mainstreaming and specific measures in all areas of development cooperation. In that respect, the Commission has taken significant actions in relation to capacity building and training. An expanded capacity building program is planned for 2007-2009 and will focus on strengthening capacities of key stakeholders in partner countries. The Commission also supports specific initiatives on gender equality aiming at monitoring trends, reinforcing country dialogue and developing national strategic plans from a gender perspective.

#### **5. SUSTAIN OUR ENVIRONMENT AND PROTECT THE NATURAL RESOURCES BASE FOR DEVELOPMENT**

If the Summit is to meet its ambition, the recognition of the importance of sustainable development and the protection of the natural resource base for development and poverty eradication should be a key feature in the outcome. Indeed, achievement of Millennium

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<sup>6</sup> COM(2004) 383, 18.5.2004.

Development Goal 7, “environmental sustainability”, is essential if other MDGs on poverty, health or gender equality are to be met.

For its part, the EU has played a leading role in fostering sustainable development and has made the links between sustainable development and poverty eradication part of a number of its policies. It remains strongly committed to meeting and sometimes exceeding global goals and targets for sustainable development, at home and internationally. It is tackling unsustainable consumption and production and working to decouple economic growth and environmental degradation<sup>7</sup>. It also developed its own Strategy for Sustainable Development, which it is now revising, with the aim to reinforce its international aspects.

The EU is increasingly mainstreaming environment in its development policy and provides support to help developing countries taking up obligations in the context of Multilateral Environmental Agreements. In the context of its focus on Africa, the EU will strengthen its support to combat environmental degradation. It has promoted mechanisms to protect developing countries from hazardous substances and waste, ridding the world from its most harmful man-made substances.

The EU will continue to promote a number of pro-poor environment-related initiatives and policies. The EU is, for example, the world’s largest provider of development assistance for **water and sanitation**. In particular, the EU Water Initiative and the ACP-EU Water Facility are tools built on partnership to contribute to international targets for drinking water and sanitation. In the field of **energy**, the EU launched the EU Energy Initiative for poverty eradication and sustainable development (EUEI) and approved an ACP-EU Energy Facility aimed to increase access to modern energy services, including sustainable use of biomass for household energy. The EU remains committed to increase the share of renewable energy in the energy mix and will work towards this aim together with its partners in the “Johannesburg Renewable Energy Coalition”.

Among the issues to be addressed at the Summit, the Commission believes the following should receive particular attention:

- The global challenges of **climate change** require the widest possible cooperation by all countries and their participation in an effective, cost-efficient and appropriate international response in accordance with their common but differentiated responsibilities and respective capabilities. The Summit should decide to undertake concerted global action to mitigate climate change and limit its negative consequences and to start formal discussions on a more inclusive international framework to combat climate change beyond 2012 at the Climate Change conference in Montreal in November/December 2005.

The EU has reconfirmed its commitment to the Kyoto Protocol and is strengthening the integration of climate change into its development cooperation<sup>8</sup>. The EU also recognises the need for support for the adaptation efforts of developing countries, in particular those that are the poorest and worst-affected. The EU has started developing its medium and

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<sup>7</sup> An integrated Product Policy, building on the life-cycle approach to products, and an Environmental Technology Action Plan have been developed; upcoming initiatives include the Thematic Strategies on Sustainable Use of Natural Resources and on Prevention and Recycling of Waste.

<sup>8</sup> “Climate Change in the context of Development Cooperation” - COM(2003) 85 - and the “Action Plan to accompany the EU Strategy on Climate Change in the Context of Development Cooperation - 2004-2008”, the General Affairs and External Relations Council, 22 November 2004.

long-term strategies for winning the battle against climate change, inside the EU and together with the international community<sup>9</sup>. In support of this, the EU is engaging in an open dialogue with its international partners on the future development of the international climate change regime post-2012 and how it can support the sustainable development of developing countries.

- The WSSD targets on **biodiversity** are far from being fulfilled. According to the UN Millennium Ecosystem Assessment, *"an unprecedented effort would be needed to achieve by 2010 a significant reduction in the rate of biodiversity loss"*. Preserving our biodiversity is key to achieving MDGs, notably those on poverty, water, health and environment. The Summit should therefore call upon all Governments to significantly strengthen efforts, individually and collectively, to implement the Convention on Biological Diversity and to achieve the Johannesburg commitment for a significant reduction of its rate of loss by 2010.

For its part, the EU has pledged to stop the decline of biodiversity in Europe by 2010, and the Commission is proposing to review the EU Biodiversity Strategy to achieve this target. It will also increase earmarked funds for biodiversity and strengthen measures to mainstream biodiversity concerns in development assistance.

- **Desertification** often affects the most marginalised people in some of the poorest countries on earth. However, the UN Convention to Combat Desertification has so far not had its intended result. The Summit should call for greater attention to desertification in sectoral policies and strategies in order to accelerate implementation and should request the Parties to the Convention to set measurable targets at the national and regional level for achievement by 2015, with a global process for measuring progress.
- Sustainable resource use and governance of the **oceans**, a resource common to mankind, are essential to sustainable development. The EU supports the key contribution that the UN plays in Oceans management under the UNCLOS and the 2002 Johannesburg Plan of Implementation of the WSSD. The Commission has started the process of preparing a Green Paper to be adopted in the first half of 2006, constituting a first step towards an all-embracing Maritime Policy and addressing issues such as international ocean governance and the Law of the Sea, data exchange, research, maritime security, environmental protection, and the economic use of the ocean and its resources in a sustainable manner.

## 6. STEP UP DISASTER PREPAREDNESS AND PREVENTION

The **vulnerability to natural disasters** is a key concern, and the EU should support a commitment to establish at the Summit a worldwide early warning system for all natural hazards and to implement fully the outcome of the World Conference on Disaster Reduction held in Kobe in January 2005. It is essential that disaster preparedness and prevention is taken into account in MDG oriented strategies, poverty reduction strategy papers and national sustainable development strategies.

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<sup>9</sup> "Winning the Battle Against Global Climate Change" - COM(2005) 35 - and European Council, 25-26 March 2005.



The EU is committed to assisting the victims of such disasters, including those resulting from environmental degradation, whether they are within the affected country or have had to cross a national border to seek shelter, bearing in mind that global warming alone could put at risk 200 million people by 2050.

The Commission has in addition outlined measures<sup>10</sup> to reinforce the EU's disaster response capacity, stressing that the Hyogo Declaration and Framework for Action adopted at the World Conference on Disaster Reduction should be the starting point for the EU strategy to reinforce preventive measures, early warning and disaster preparedness. The EU should, *inter alia*, put particular emphasis on integrating disaster risk reduction into sustainable development policies and into programmes in countries that have been affected by disaster, and on the strengthening of institutions, mechanisms and capacities at all levels to build resilience to hazards and disaster preparedness (both inside and outside the EU).

## 7. PEACE AND COLLECTIVE SECURITY: INCREASE THE EFFICIENCY OF THE SYSTEM

The Commission considers that it is important that the Summit outcome recognises the interlinkages between threats to security that know no boundaries (including poverty, armed conflicts, violence against civil populations – in particular women and children, weapons of mass destruction, terrorism, organised crime, environmental degradation and infectious diseases), as well as the need to address those threats preventively and in an integrated manner (including through development assistance to address root causes). The emergence of a new security consensus should be based on this recognition.

### 7.1.1 Peacekeeping

The European Union has recently redoubled its efforts to strengthen international crisis management capabilities, including in the field of peacekeeping. This contribution is fully acknowledged by the draft outcome document. Recognizing the importance of including a regional approach to peacekeeping, the EU has established a Peace Facility, which can provide support to African peacekeeping capacities. The Commission will continue to contribute to the further development of EU crisis management capabilities.

### 7.1.2. Peacebuilding Commission

A consensus on establishing a **Peacebuilding Commission** (PBC) is essential. Such a body would fill a clear gap in the UN system. The EU should support a broad mandate entailing a holistic approach to peacebuilding, i.e. covering the whole continuum from peace-keeping to longer-term development issues. In the stabilisation and development phase, strong focus needs to be given to the consolidation of sustainable peace and to preventing the reoccurrence of conflict. The Summit should decide on the creation of the PBC, as well as on the basic features of its mandate, its reporting links to the UN Security Council as well as to ECOSOC, the modalities pertaining to its composition, and a timeframe for when it becomes operational. The Summit should furthermore decide to establish a Peacebuilding Support Office, and could also decide to set up a multi-year standing fund for peacebuilding (the modalities of which could be worked out after the Summit). The Commission proposes that the EU supports the

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<sup>10</sup> COM(2005) 153 on reinforcing EU disaster and crisis response in third countries, and COM(2005) 137 on improving the Community Civil Protection Mechanism.

deadline of 31 December 2005 for setting up the Peacebuilding Commission, that has been proposed by the President of the General Assembly.

The EU will certainly contribute actively to the future work of the Peacebuilding Commission, using European Community and CFSP instruments, in line with the European Security Strategy. The EU has already for many years been providing a substantial contribution to peacebuilding efforts around the world, including through European Community instruments under its external relations and development policies. In the following, elements related to the first pillar are highlighted.

The EC is well placed to address post-conflict challenges given the financial amounts at its disposal and its all-embracing geographical coverage. It does so through a wide range of external assistance policy frameworks, through targeted economic measures (relief, rehabilitation, reconstruction and development), and through special programmes for human rights, gender equality, institution building, democratization and rule of law. Additionally, managing the trade policy of the biggest trading partner in the world, it can bring in trade related instruments which have played and can play a critical role in addressing post-conflict challenges.

There are numerous examples in recent years of the European Community providing substantial assistance to peacebuilding activities globally, be it in Afghanistan, Iraq, Kosovo, DRC, Sudan, Ivory Coast, Liberia, to the African Union and three regional African organisations, in Central and Latin America, etc. The Commission will reflect on the lessons learned from these and other experiences and best practices, so as to contribute, in close cooperation with the High Representative/Secretary General, to the EU's input into the deliberations at UN level on the creation and the workings of the Peacebuilding Commission.

Given these experiences and its contributions to peacebuilding efforts around the globe, **the European Community should fully participate in all meetings of the Peacebuilding Commission.**

#### *7.1.3. Sanctions*

The EU has consistently underlined its commitment to the prompt implementation of all UN Security Council **sanctions**. It should express its support to all efforts to enhance their effective implementation by the entire membership of the UN. The need to further enhance the effectiveness of targeted individual sanctions should be reflected in the Summit outcome, while seriously considering further improvement of listing and delisting procedures so as to ensure respect for fundamental rights. The EU should emphasize that the sustainability of targeted individual sanctions - which have emerged as an instrument of choice in many UNSC sanctions regimes, not least in the fight against terrorism - depends also on the respect of human rights and appropriate means to ensure such respect at UN level.

#### *7.1.4. Small arms and light weapons*

The accumulation and proliferation of **small arms and light weapons** (SALW) continues to threaten international security, human safety, as well as socio-economic development. The Commission shares the analysis of the UN Secretary General<sup>11</sup>. This problem has a

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<sup>11</sup> UN Secretary General's "In Larger Freedom" report, March 2005.

particularly negative influence on peace and sustainable development, especially in Africa. It is therefore important that the Summit agrees to develop a legally binding international instrument to regulate the marking, tracing and illicit brokering of small arms and light weapons. Consensus on such a convention should be reached by next year's Review Conference on the Programme of Action. Leaders should also commit to expedite negotiations on an instrument on illicit brokering in the supply of arms. The Summit should also encourage negotiations on an International Arms Trade Treaty. The Summit should look for a better incorporation of actions aiming at the destruction of SALW surpluses into demobilisation, disarmament and reintegration (DDR) and development processes. The Commission underlines its firm support to the UN Firearms Protocol. There are several ongoing initiatives of EU Member States and Europol in the area of combating illicit trafficking of firearms that are likely to have an impact concerning conflict prevention and combating terrorism.

Landmines continue to be one of the major threats to human security in many countries, in particular in post-conflict regions. Continued assistance to mine clearance and stockpile destruction as well as the promotion of the universal adherence to the Ottawa Convention should be ensured.

#### *7.1 5. Terrorism and organized crime*

The Summit outcome should endorse and commit to the implementation of the UN Secretary General's proposal for a comprehensive UN strategy for the **fight against terrorism**. The Summit should also support the conclusion of a comprehensive convention on terrorism in the course of the 60<sup>th</sup> General Assembly, and not later than in June 2006 (as has been suggested by the President of the General Assembly). It is also of essence that the need to address the root causes of terrorism and the importance of fully respecting human rights in the fight against terrorism are recognized in the Summit outcome.

The effective prevention and combating of terrorism requires us to work within our own countries and with our partners in the world. In addition to dialogues at political level, the EU is actively pursuing international co-operation on technical assistance to help countries implement UN Security Council resolution 1373 as well as assisting in capacity building and promoting the values of freedom, security and justice, the rule of law and good governance.

The Commission also supports the development of multilateral approaches to **combat organised crime**, working to ensure comprehensive ratification and implementation of international instruments, such as the relevant UN Conventions, and the development of international standards and provisions developed in other fora such as the Council of Europe, G8, OSCE and OECD. The Commission and UNODC have enhanced their cooperation in combating organised crime and illicit drugs by signing a cooperation agreement<sup>12</sup>.

**Transparency and good governance** in the financial, tax and judicial areas are essential to address concerns linked to the fight against the financing of terrorism, the financing of organised crime, money laundering, corporate and financial fraud, tax fraud and tax avoidance, corruption and other malpractices. The EU should therefore encourage its partners to adopt the highest standards of transparency, exchange of information and cooperation among competent authorities.

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<sup>12</sup> Exchange of letters, signed in January 2005.

#### 7.1.6. *Environment and security*

The Commission shares the view that due to the interconnectedness of security, development and human rights, we must tackle the security concerns of all States and address in an integrated manner their economic, environmental and social dimensions. The link between the **exploitation of natural resources** (such as diamonds or timber) **and conflict** has emerged as a constant in some of the most brutal conflicts of recent times. The Summit should recognise the **importance of the environment for global security** and the threat that environmental degradation poses to security. The UN should fully integrate environmental issues at the programming and policy making level in conflict prevention, humanitarian assistance, peacebuilding and reconstruction activities. In addition, the Commission believes that further consideration should be given to:

- Strengthening the monitoring of scarce, degraded, valuable and/or transboundary environmental resources, especially in areas where they could lead to conflict or when their common management could lead to better neighbourly relations.
- As part of an effort to tackle root causes of conflict in a more systematic manner, setting up of a UN structure to examine the link between natural resources exploitation and conflict.
- Encouraging donor governments to work closely with commodity producing countries that face the risk of conflicts to enhance governance, transparency and traceability in key commodity sectors.

The EU can contribute to the strengthened monitoring of natural resources, notably through the joint European Commission and European Space Agency initiative which aims to establish by 2008 a European capacity for global monitoring of environment and security (GMES).

### **8. HUMAN RIGHTS, DEMOCRACY AND RULE OF LAW: IMPROVE THE SYSTEM PROMOTING THEIR REALIZATION**

#### 8.1.1. *Human rights*

The EU should fully support the replacement of the UN Commission on Human Rights (CHR) with a standing **Human Rights Council** (HRC) elected directly by the General Assembly. Given that membership of the HRC would imply a particular resolve to advance and protect human rights, prospective members should be expected to demonstrate a readiness to examine and improve their own human rights record. This might include the preparation of a presentation detailing, e.g. commitments to ratify and implement human rights treaties, fulfilment of reporting requirements to human rights treaty bodies, active co-operation with UN special mechanisms, and other domestic and international activities to promote and protect human rights.

The HRC should retain the positive features of the current system, including the country and thematic special procedures. The proposed peer review system would, however, institute a distinct and novel role for the new body. All UN Member States should be susceptible to the process and all human rights should be encompassed by it. The levels of ratification of key human rights instruments vary widely, and the system should therefore not be based solely on

fulfilment of human rights obligations as ratified by particular States under scrutiny, but should also measure progress against a wider range of human rights standards.

There would, however, need to be a clear perspective as to where such a review might lead. This could be recommendations for improvement, possibly accompanied by technical assistance, but also critical censure. The HRC should in any case be able to draw, at any time, attention to sudden and significant deteriorations of the human rights situation in a particular country. This “alarm function” would be an important task for the HRC; another would be to support and monitor the integration of human rights into all activities of other UN organs, including of the Security Council and the Peacebuilding Commission.

It is desirable that the new HRC is put into place as rapidly as possible following the UN Summit and the expected adoption of further details regarding its composition and functions at the 60<sup>th</sup> session of the GA. The implications for the process of finalising arrangements for the new HRC on the 60<sup>th</sup> UN General Assembly’s Third Committee and the 62<sup>nd</sup> Session of the CHR should be taken into immediate consideration by the EU. In order to secure the effective participation of States in the peer review process a clear timetable for States’ participation in the review should be established well in advance. The EU could anticipate the logic of peer review – rooting co-operation on human rights in a sound assessment of the needs of particular country, with the active engagement of that country – in its reflections on possible action on country situations.

An **invigorated OHCHR** is an indispensable supplementation to the creation of the HRC, including the greater emphasis which would be placed on co-operation with States to fulfil their human rights commitments. The EU’s support for the OHCHR should translate into sustained efforts to ensure that the OHCHR is well-placed to realise the transformation envisaged in the Plan of Action which was submitted to the UN Secretary-General in May 2005. The EU should ensure that its response takes into account the emphasis placed on greater country-level engagement in the Plan, which articulates well with the EU’s own process of vesting country-level operations with greater responsibilities. In addition to continuing efforts to improve donor co-ordination, this should encapsulate improved policy co-operation. Regular roundtables drawing together EU Member States’ embassies, Delegations of the European Commission, UN and other key players could also be held and could help identify shared, local human rights priorities for more concerted action. The Commission will complement the efforts of the OHCHR, through provision of technical assistance aimed at promoting implementation of human rights standards worldwide.

More generally, the EU should stress that respecting and protecting human rights - encompassing all civil, political, economic, social and cultural rights - are central to improve people's status and living conditions.

#### *8.1.2. Democracy Fund*

The proposed establishment of a **Democracy Fund** is a welcome initiative. The Commission recommends that the EU advocates for the Fund to operate on the basis of country requests. However it is important that civil society is supported through the Fund as well. The Fund should be available to promote all aspects of democratisation and not just the electoral field. Particular consideration should be given as to how the Democracy Fund could be used to promote dialogue on democratic values between peoples across cultural, religious and political divides.

The necessary steps to define the arrangements regarding the operation of the Fund should be taken immediately after the conclusion of the Summit, with a view to the Fund becoming operational early 2006. The Commission will provide input to the EU's contribution to the UN debate on the proposed Democracy Fund, and will ensure that its programmes and any new UN-led activities for promoting democracy are in complement to each other.

The Commission has enjoyed for a number of years close partnership with the United Nations Electoral Assistance Division (UNEAD) and with UNDP in the electoral field. For example in the run up to the Presidential, Constituent Assembly and Kurdish elections in Iraq in January, 2005, the Commission provided experts to work within the United Nations technical assistance team supporting the Independent Electoral Commission of Iraq while at the same time providing more than €30 million to a trust fund, managed by the United Nations in support of the running of the elections themselves. The Commission has also worked closely with the UN in electoral matters in many parts of the world including Afghanistan, Guinea Bissau, Lebanon, Nigeria and Indonesia. The Commission is ready to work closely with the Fund as part of the EU's wider co-operation in support of democratisation.

#### *8.1.3. Responsibility to protect*

The EU should support the concept of the **responsibility to protect** and make sure that this concept is translated into meaningful commitments and action on the part of States, including making full use of the International Criminal Court. The Summit should endorse the concept of the responsibility to protect. If the Summit decides to invite the General Assembly to continue the debate on the issue, such an invitation should be accompanied with a clear objective and timeframe (not beyond the 60<sup>th</sup> General Assembly).

#### *8.1.4. Human security*

The Commission reaffirms its commitment to promote human security as a means to empower people and address effectively insecurities. In this respect it will in particular support measures to protect children affected by armed conflict, not least with the aim to ban their misuse as soldiers.

### **9. HUMANITARIAN AID: STRENGTHEN INTERNATIONAL CAPACITIES**

In the area of **humanitarian affairs**, the EU should support efforts to strengthen the capacity of the humanitarian system to respond effectively and equitably to humanitarian crises. The EU should carefully examine the recommendations coming out of the "Humanitarian Response Review" initiative of the Emergency Relief Coordinator/USG for Humanitarian Affairs and should work together with the UN system to ensure that a concrete follow up is given. The EU should, through both its policy work and its action in the field, contribute to supporting the UN in upholding and protecting the humanitarian space and principles, to ensuring safe access to vulnerable populations, to pursuing more coherent financing, to improving local capacity in disaster-prone areas, as well as to the strengthening of the UN's own internal co-ordination role and the leadership role of the humanitarian coordinator. Furthermore, the EU should work together with the UN to improve the acceptance of the Guiding Principles for Internally Displaced Persons as international norms for the protection of IDPs and for adoption of those principles through national legislation.

## 10. STRENGTHENING THE UNITED NATIONS: REFORM THE INSTITUTIONAL SET-UP

### 10.1.1. *General Assembly*

The EU should underline its support to the **revitalization of the General Assembly**. There is a need to reinstate the political stature of the General Assembly, asserting its role as the main universal deliberative body and support Summit conclusions in this direction. The agenda of the General Assembly should focus more strongly on agreed global priorities of the UN and the principal current substantive issues. The EU should also support increased participation by civil society in the work of the UN, and the recommendations contained in the Cardoso Report.

### 10.1.2. *ECOSOC*

The EU should express its support for **ECOSOC reform**, for it to become more operational. The Summit outcome should emphasize its role in all pillars of sustainable development, making sure that any reform of the ECOSOC and its activities are compatible and coherent with the reforms of the General Assembly and its committees. ECOSOC's role as a bridge to other institutions, and in ensuring coherence, coordinated implementation and follow up to major UN conferences and summits needs to be reinforced in the fields of development and economic governance, as well as on other economic, environmental and social aspects.

### 10.1.3. *Security Council*

Discussions should continue among the UN membership on comprehensive reform of the **Security Council** and how to make it broadly representative and more transparent. It is however in this context essential to ensure that the UN Security Council reform discussions do not hinder progress on other areas on the Summit agenda.

### 10.1.4. *Human Rights Council*

The HRC may be established as a main charter body in due course but, given that this requires revision of the UN Charter, an interim solution could be adopted, with the HRC created as a subsidiary organ of the General Assembly (GA). The EU should also make sure that mechanisms for fully associating NGOs to the work of the HRC are set in place. As the review system of the HRC develops, successful engagement with it and with the special mechanisms might also be expected to enhance a State's prospects for election to the HRC. The EU should explore the idea of this linkage further with other members of the Western Group and with other UN regional groups and should also seek to "lead by example".

### 10.1.5. *UN Secretariat*

**Reform of the UN Secretariat** is a crucial element for the implementation of UN reform. The EU should emphasize its support to the UN Secretary General's reform efforts and its commitment to reviewing the functioning of the UN machinery for operational activities of the UN in accordance with the outcome of the Summit.

### 10.1.6. *UN system coherence*

The UN system of agencies, funds and programmes has been expanding over time in scale and scope of activities leading to significant duplication of mandates and actions between different bodies within the system. The EU should participate actively in efforts to improve

the coherence and effectiveness of the UN system, particularly in its activities at country level. This improvement in coherence and coordination must also lead to better and more systematic cooperation with other partners, including the World Bank. Accordingly, UN agencies, funds and programmes should organise their technical activities at country level to effectively assist the countries to develop and implement the national poverty reduction strategies to reach the MDGs. To drive this process the role of the UNDP and UNDG guiding the UN country teams is crucial and should be strengthened, together with the coordinating role of the UN resident coordinator. The governing and executive boards of the agencies, funds and programmes should fully support this process and the EU should play a central role in this important part of the UN reform.

Strengthening coherence is also central when creating new UN structures and bodies. In particular, the new Peacebuilding Commission and the Human Rights Council will need to be well integrated into the UN system, including by setting up effective links between each other.

#### *10.1.7. Environmental governance*

**Improved environmental governance** at all levels is an important part of poverty reduction and the global security agenda. Immediate action is needed to review the mandate of UN agencies, funds and programmes in order to further integrate environment across the UN system. Partnerships between UN bodies should be encouraged wherever necessary.

The Summit should adopt a clear decision to launch the process of **developing a UN Environment Organisation**, with a timeline for further steps. The Organisation should be built on UNEP with an integrated and updated mandate, based on stable, adaptable and predictable financial contributions, on equal footing with other UN specialised agencies. A UN Environment Organisation, with headquarters in Nairobi, would advance the environmental dimension of sustainable development in an integrated and coherent way and cooperate closely with the multilateral agencies to that end, each making optimal use of their comparative advantages.

#### *10.1.8. Relationship between the UN and regional organisations*

The Commission proposes that the EU should welcome the UN Secretary General's intention to conclude **agreements** (or Memoranda of Understanding) **between the UN and regional organisations**, and should give due consideration to concluding such an agreement or Memorandum of Understanding with the UN in order to provide a general institutional framework to the cooperation, building on existing co-operation modalities. As regards the **strengthening of the capacity of regional organisations**, the EU will increase its support to the capacity building of the African Union. It will support the implementation of reforms that the Africa Peer Review Mechanism will trigger and has invited the Commission to make concrete proposals. The EU will increase its support to the African Union and other Sub-Regional organisations in the field of peace and security, within the framework of the European action plan for peace and security in Africa and through the Peace Facility.

## **CONCLUSION**

As the preparations for the Summit are stepped up and have received a critical momentum with the presentation of a draft outcome document, there is a clear potential for the EU, even strong expectations from many international partners, to play a leading role in the coming



months to make this Summit a success and to translate its achievements into action. Based on its commitments in the field of development and its regular input to many important aspects of the debate, the EU should already at this stage be ready to look beyond the Summit and present a view on how to effectively implement the Summit's results as well as how to swiftly solve remaining outstanding issues. In particular, in the Commission's view, the EU should continue to keep the ambition for the Summit high and to reach out to the other stakeholders in the reform debate, in particular other UN member states and civil society representatives, as well as to support to the best possible way the UN Secretary-General and his team, as well as the President of the GA in preparing a successful Summit. The EU has so far demonstrated its clear will to make an impact in order for the Summit to succeed. It will be up to the EU to stay the course so that others can follow this path.