

COUNCIL OF THE EUROPEAN UNION

COMPILATION OF TEXTS

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

1 January 1994 to 31 December 1996

Brussels 1997



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INTRODUCTION

This fourth compilation of texts ⁽¹⁾ groups according to subject matter the main guidelines, conclusions and resolutions adopted by the Council (Development Cooperation) at its half-yearly meetings over the years 1995-1996.

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PRINCIPAL RESOLUTIONS AND CONCLUSIONS
ADOPTED BY DEVELOPMENT COUNCIL IN 1995 AND 1996

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I. MEETING OF THE DEVELOPMENT COUNCIL ON 1 JUNE 1995

COUNCIL RESOLUTION OF 1 JUNE 1995 ON COMPLEMENTARITY BETWEEN THE DEVELOPMENT POLICIES AND ACTIONS OF THE UNION AND THE MEMBER STATES

1. The Council noted with interest the Commission communication on complementarity, which constitutes a useful basis for its further proceedings.
2. The Council points out that, under Article 130u of the European Union Treaty, Community policy in the sphere of development cooperation "shall be complementary to the policies pursued by the Member States". It takes the view that the aim of complementarity is to achieve greater collective effectiveness of the Community's and the Member States' development cooperation, taking account, on an individual basis and where appropriate, of, among other things, the comparative advantages of their respective actions, particularly on the ground.

It also recalls the terms of its declaration of November 1992 on development cooperation policy in the run-up to 2000, in which it acknowledged that:

- the achievement of the objectives it had defined for the Community and its Member States remained, as far as bilateral programmes were concerned, the responsibility of each Member State;
 - the coordination referred to in Article 130x of the Treaty, within a coherent and comprehensive framework, was the best instrument for achieving complementarity.
3. The Council takes the view that at this point in time a pragmatic approach, based on more systematic use of the existing institutional framework, must be adopted.

This approach will be based on the strengthening of operational coordination and on concertation both on programming and on defining sectoral policies, with a view to establishing common priorities in order to facilitate complementarity and consistency between Community actions and those of the Member States.

It will in particular be necessary, in accordance with the Council declaration of November 1992 and the Resolution of December 1993 on operational coordination, to press on with:

- defining joint sectoral guidelines where necessary;
- holding meetings of experts on sectoral policies;
- testing operational coordination in the developing countries;
- coordination at international conferences and meetings in accordance with the Council's conclusions of May 1994.

It is also important to:

- expand the role of the existing Committees (EDF, ALA, MED) in the examination and updating of the Community's country or regional strategies; in this context the question of amending the rules governing the operation of these Committees should be studied;
- improve coordination of the Community's and the Member States' country and regional approaches within the appropriate bodies;
- schedule regular meetings of Directors-General for informal discussion of questions of common interest and in particular the follow-up to the coordination and complementarity process.

The Council also deems it desirable that more careful consideration be given to decentralizing the decision-making process at local level for certain categories of project and programme.

Finally, the Council notes that cofinancing instruments between the Community and the Member States concerned may assist the complementarity objective and that their possible further development should be studied.

4. Improved coordination should also apply to the aid programming process. Defining national indicative programmes for the ACP countries and country strategies for the ALA and MED countries must be an opportunity for a joint examination of the actions the Community is proposing in the light of those the Member States propose so as to obviate inconsistency.
5. Finally, the Council considers that the evaluation process can help to improve the effectiveness and complementarity of Community and national development aid.

It welcomes the Community development aid evaluation exercise just initiated with the help of the Member States.

It also acknowledges the usefulness of conducting collective evaluations of Community and national aid focusing, where necessary and according to procedures to be defined, on certain appropriate topics or sectors.

6. The Council will return as soon as possible to the question of the implementation of these guidelines and their expansion.

COUNCIL RESOLUTION OF 1 JUNE 1995 ON STRUCTURAL ADJUSTMENT

1. The Council has taken note with interest of the Commission communication on Community support for structural adjustment in the ACP countries, and of the Commission working document on such support in the South and East Mediterranean countries. It takes note of its analysis of the results of a decade of structural adjustment in the ACP countries and of the initial Community action in the Mediterranean countries.
2. The Council would recall the terms of its Resolution of 4 May 1992, in which it expressed its attachment to the concept of structural adjustment, the implementation of which should contribute to restoring balance in crucial areas and to creating an economic environment conducive to accelerated sustainable growth which ensures an improvement in the social well-being of the population.

The Council would also recall the terms of:

- Article 130u, which sets out the objectives of the Community's development cooperation policy, stating inter alia that it "shall contribute to the general objective of developing and consolidating democracy and the rule of law, and to that of respecting human rights and fundamental freedoms";
 - Article 130v to the effect that the Community shall take account of its development cooperation policy in the policies that it implements which are likely to affect developing countries.
3. It notes that, in an international context that is still largely unfavourable for many of the countries concerned, which often display inadequacies in their economic management, adjustment remains a necessity for those countries and is an essential stage on the road to a resumption of growth and to genuine development.
 4. There can only be one reform programme in a particular country, and the Council welcomes the steps taken by the Commission to contribute to defining these programmes with the beneficiary countries and donors, under the auspices of the Bretton Woods institutions, which play a key role in this area.
 5. It also welcomes the Commission's active participation, in particular in the framework of the SPA, in the work on:
 - the problem of the restructuring of public expenditure and the efficiency of national budget procedures;
 - the general studies carried out in various fora to evaluate the effects and results of structural adjustment;
 - the objective of combating poverty and the integration of this problem into the structural adjustment programmes.
 6. The Council considers that particular attention must continue to be given to the sequencing of the reforms, to more appropriate conditionality, to local capacity for analysis and implementation and to taking account, where relevant, of the regional dimension in the content of certain adjustment programmes, in particular in the context of the dialogue of all the donors with the countries concerned.

7. Whilst it acknowledges the difficulty, when evaluating economic performance, of determining what proportion is due to reforms and their implementation and what proportion is due to external factors, the Council, in the light of the general evaluation work carried out by many multilateral and bilateral donors, makes a tempered assessment of the effects of structural adjustment and notes that:

- countries which have adopted adjustment policies have – as a result of a combination of increased flows of aid, liberalization of exchange rates and deregulation of foreign trade – on average achieved greater efficiency in allocation of resources and growth in their income and exports;
- the adjustment programmes have limited the impact of serious macro-economic imbalances on essential public services;
- the adjustment policies have generally led to reductions in budget deficits;
- inflation has generally been better controlled in countries under adjustment;
- real exchange rates have, in countries under adjustment, been brought back to levels more compatible with the economic fundamentals;

but that in many cases, concentrated in particular in certain regions :

- structural rigidities in the economies concerned have led to inappropriate allocation of resources which, in particular in the social sectors, has penalized basic services;
- the significant reduction in public expenditure has been made to the detriment of maintaining economic and social infrastructure, which often has no longer been kept up, and, in certain cases, to the detriment of the proper functioning of essential government bodies;
- investment has stagnated or even declined;
- external imbalances influenced by trends in trade and capital transfers have not been corrected in a lasting way despite the efforts of certain debtors to cancel or reschedule debts;
- the real involvement of representatives of the countries concerned in defining the programmes was inadequate.

8. As regards the Community's contribution to structural adjustment, the Council considers it essential to treat structural adjustment as being integrated in and complementary to the overall processes of long-term economic, social and political development of the countries concerned, which involve both governments and civil societies.

With this in view, the Council, in the light of the Commission's discussion on consolidation, deepening and broadening of Community action, invites the Commission:

- (a) to continue to implement the priorities set down, *inter alia*, in the Lomé Convention, as regards the social dimension, including measures to combat poverty, the regional dimension, the speed of reform, adaptation to the specific features and constraints of individual countries, internalization by nationals of those countries and realism of conditionality, which must remain the policy components at the centre of the Union's concerns and efforts. These different components, which foster greater acceptance of adjustment and should make it more effective, are of particular importance in the democratization phase which many developing countries are going through;
- (b) to continue to attach particular importance:
- to the problem of public finances, in particular to improving the budget process and to the structure of expenditure, which has become one of the essential components of reform programmes and the Community's dialogue with the countries concerned. This approach should, without neglecting the various components of development, in particular rural development, involve giving assistance to priority social sectors by contributing to the development of genuine sectoral approaches supported by the allocation of counterpart funds in coherent, transparent, equitable and properly implemented national budgets, and ensuring the effectiveness of public services in those sectors;
 - to maintaining an adequate level of investment, particularly in areas where the Community concentrates its development activities: adjustment must integrate the long-term perspective; it must create an environment favourable to private investment, and permit a level of public investment compatible at least with the preservation of the infrastructure necessary for economic and social activity;
- (c) to ensure that, where relevant, programmes are placed in a regional trade facilitation or economic integration framework, and that temporary funding is provided for the transitional costs which may accompany this process, so as to create a dynamic process which transcends the countries' economies alone and thus make it possible, in accordance with Article 130u of the Treaty on European Union, to foster the smooth and gradual integration of the developing countries into a rapidly changing world economy;
- (d) to work, in close coordination with the multilateral and bilateral providers of funds concerned, towards adjustment of instruments and methods of action so that the Union can adapt to situations as they develop and to their diversity. Such adaptation must make it possible:
- to take greater account of all the economic and social realities of the countries concerned and, among other things, assess the impact of the measures concerned on all men and women;
 - to contemplate direct, targeted budgetary support for countries whose external trade has been liberalized and whose currencies are freely convertible and transferable, so as to foster, in a context of financial restructuring, the implementation of effective, equitable and transparent budgets, in the light, *inter alia*, of the outcome of the negotiations on revision of the Lomé Convention;

- to move from targeting counterpart funds towards more general allocation, as soon as progress has been made in improving the effectiveness of the monitoring instruments, programming and budget implementation, and as regards internalization of reviews of public expenditure;
- to involve the States concerned more in the monitoring of implementation;
- to ensure greater coherence of Union action in implementing all the Community instruments (indicative programmes, resources intended for adjustment, STABEX, and food aid);
- to take account of external payment obligations when they have a lasting impact on poverty.

9. The Council also invites the Commission:

- (a) to continue, together with the other providers of funds, its discussions on improving the effectiveness and conditionality of reform programmes put into effect under the auspices of the Bretton Woods institutions, so that it will be possible, whilst complying with the requirements of financial stabilization and the principle of payment in instalments:
 - to emphasize measurable medium- and long-term objectives, and the economic and institutional results obtained by implementing the approved programmes;
 - to give better support to countries showing genuine commitment to reform;
 - to ensure increased participation by national partners in beneficiary countries in the definition and content of the programmes, including, if necessary, by supporting the strengthening of national capabilities;
 - to concentrate efforts on a significant set of basic reforms;
- (b) with regard to the ACP States, to give technical assistance to the countries concerned which have integration projects so that they can move towards greater exchange rate stability and more convertibility, and to foster coordination in the area of macro-economic reforms implemented by eligible countries;
- (c) with regard to the South and East Mediterranean countries, to situate adjustment support programmes in the context of the creation of a free trade area with the European Union.
- (d) with regard to the countries of Latin America and Asia, the Community could continue to undertake development activities aimed at mitigating the social costs of structural adjustment, whilst complying with the regulations applicable.

10. The Council considers that these lines of action, which complement those mapped out by the Resolution of 4 May 1992, should enable the Community to involve itself more effectively and harmoniously in support for the structural adjustment process in the States concerned, which must, in the present circumstances, remain one of the most important instruments of development cooperation policy.

These guidelines should be developed in more detail as soon as possible, in the light of the outcome of the relevant evaluations and discussions.

RESOLUTION OF 1 JUNE 1995 BY THE COUNCIL AND THE REPRESENTATIVES OF THE MEMBER STATES MEETING WITHIN THE COUNCIL ON SUPPORT FOR REGIONAL INTEGRATION EFFORTS BY DEVELOPING COUNTRIES

I. INTRODUCTION

1. The Council has noted with interest the Commission communication on support for regional integration efforts by developing countries. It approves of the broad thrust of the approach taken in the communication.
2. It points out that support for regional cooperation and integration is a major feature of the European Union's development policy and may contribute, as stated in Article 130u of the Treaty, to fostering "the smooth and gradual integration of the developing countries into the world economy", and establishing sustainable growth.

II. BACKGROUND

3. The Council observes that there is an increasing number of initiatives aimed at regional integration among developing countries, by means which include the lowering of barriers to the movement of goods, services, capital and persons, and also in some cases harmonization of economic policies and legal frameworks. These initiatives form part of the broader political and economic context of regional cooperation.
4. The Council points out that there are many potential advantages to these attempts at integration. In economic terms, specialization, economies of scale and better conditions of competition are all factors which may promote economic growth and development. However, there are also political, social, monetary and legal dimensions to the implementation and implications of regional integration.
5. Besides factors essential to integration, such as the presence of common interests and political will, other factors are also conducive to success: a climate of peace and security, the rule of law and democracy, good governance and macro-economic stability.
6. The Council is aware that in some developing regions, problems such as weak national integration, shortage of suitable infrastructure, demographic pressures, dependence of government revenue on customs tariffs and the fragility of the financial sector may constitute specific handicaps.

It is also aware that regional integration is a complex process and that in a number of cases in the past, reality has not always come up to expectations.

Nonetheless, it considers that regional integration can help both to create a favourable general framework and to resolve the specific problems mentioned above, provided that the conditions for its implementation include the following:

- the institutional framework is both stable and adaptable;
- sufficient openness is maintained towards third countries;
- suitable financial systems are available or are set up;
- the private sector and civil society take an active part in the process of integration;
- the costs and benefits of integration are shared out fairly.

III. PRIORITIES FOR ACTION

7. Support for regional integration must be tailored to the requirements of the countries concerned, and not have the effect of discriminating against other countries in the same region. Against this background, the Community and its Member States consider that policy on trade and on development cooperation will be capable of promoting regional economic integration among developing countries.
8. The Council considers that development cooperation policy must be based, inter alia, on:
 - developing capabilities and strengthening institutions, using technical assistance, research and technical or vocational training, and helping to make regional integration measures better fitted to their goals (by strengthening local capability, increasing awareness in the private sector and civil society and setting up information networks on regional integration);
 - support for the private sector, to help it take advantage of the opportunities offered by integration (contacts between heads of undertakings, support for setting up joint ventures, information and advisory centres and training); it must go hand in hand with specific technical support for strengthening the financial sector (banking and insurance);
 - at national level, structural adjustment instruments, to help states in the process of adjustment which are carrying out reforms aimed at intra-regional economic liberalization involving net transitional costs; technical assistance in the area of economic reform, including adjustments to taxation systems, may also be contemplated.

9. On trade policy, the Council notes that the existence of certain trade preferences and the cumulation of rules of origin within groups of countries or regions may be a means of supporting regional integration. It also calls on the Commission to continue considering other approaches, including free trade with the developing countries or among the developing countries themselves, in a framework consistent with other Community policies and in keeping with WTO rules.
10. Lastly, the Council considers there is a need to step up coordination between the Community and the Member States, consultation amongst them within international organizations and at international conferences, and cooperation and coordination with other donors in the field of regional integration. This coordination must be conducted at both policy and operational level, by holding systematic exchanges of information and establishing concerted and consistent programmes.
11. The Council requests the Commission to submit a report on implementation of this Resolution and further details of its approach, containing a full report on Union initiatives regarding regional integration among developing countries.

STATEMENT OF 1 JUNE 1995 BY THE COUNCIL AND THE REPRESENTATIVES OF THE MEMBER STATES MEETING WITHIN THE COUNCIL ON DEVELOPMENT RESEARCH

I. INTRODUCTION

1. The Council has taken note with interest of a Commission working paper on development research and the means of strengthening it.
2. The campaign against poverty in the developing countries must be waged and a contribution made to their sustainable economic and social development – two of the main objectives of the European Union's development policy, as set out in Article 130u of the Treaty – by responding to requests for food and medical care and other urgent requirements.
3. The Council notes that the internationalization of trade is increasing the pressure on living and working conditions and on the environment, and that the world scientific community must use its knowledge and combine its efforts to meet these challenges.

II. PRIORITIES

4. The priority must be to achieve a lasting improvement in the food and health conditions of the population. The specific needs of the developing countries – particularly the poorest countries, the least-developed countries and their least-privileged population groups – must be responded to by first concentrating on the sectors of natural-resource management, agricultural production and health.
5. This does not exclude additional, more closely targeted efforts in other sectors, taking into account different levels of development, paying attention to the economic, social and political factors of social development and integrating both the phenomenon of growing urbanization and educational issues. These sectoral research activities must be accompanied by support for the structuring of university capacity, thus guaranteeing the sustainability of the efforts undertaken.
6. To respond to these needs, the Community and its Member States confirm their will to support the strengthening of development research capacities and activities by means of their official development aid, with emphasis on the need for a long-term effort in this area.

III. PRINCIPLES AND MEANS OF ACTION

7. The Council considers that the following principles should guide the implementation of development research:
 - aid beneficiaries must be closely involved in identifying the priorities for assistance and the means of action, in order to guarantee that the role of research becomes part of the development process;
 - users and researchers must interact more closely in the dissemination and adaptation of results;
 - for aid to be more efficient, the various instruments for financing development research must be made more compatible with each other and assistance measures must be selected on the basis of their viability and the sustainability of their effects.
 8. The Council considers that the aim of implementing development research programmes should be:
 - the strengthening of research capacities, based on the supporting and structuring of the centres of competence existing in the national research systems of the developing countries, and promoting private sector investment to contribute thereto;
 - the regional integration of such capacities, by analysing needs and programming activities at regional level, taking account of the specific needs and potential of the various countries, and by creating an appropriate scientific environment to rationalize the means and make the most of combined efforts;
 - the mobilizing of European scientific expertise, on the basis of the needs made known by the developing countries concerned, inter alia by partnerships favouring:
 - = a more sustained development of projects,
 - = the strengthening of local research teams, maintaining local researchers on site or returning them there,
 - = the gradual adaptation of research capacities and their sustainable development.
 9. In conclusion, the Council considers that coordination between the Community and the Member States, consultation between them within international organizations and at international conferences and their cooperation and coordination with other donors must be intensified. This coordination must be carried out both with regard to policies and at the operational level through more systematic exchanges of information and the establishment of consistent and concerted cooperation programmes.
 10. The Council calls upon the Commission to make proposals to it as soon as possible for implementing these guidelines.
-

PROCEDURES AND ORGANIZATION FOR THE EVALUATION OF THE EUROPEAN UNION'S DEVELOPMENT INSTRUMENTS AND PROGRAMMES (Text adopted on 1 June 1995)

BACKGROUND

Further to the Resolutions adopted by the Council meeting as Development Cooperation Ministers in May 1989, May 1990 and May 1992, the statement of 25 November 1994 affirms the Council's commitment to evaluations of the European Union's development instruments and programmes.

The exercise that has been undertaken involves a full and detailed evaluation of aid programmes and instruments aimed at giving an assessment of the results achieved in the light of the objectives of aid and at drawing the appropriate lessons.

The Council's statement of 25 November 1994 did not address the question of a comparative study of Community and bilateral development aid policies.

Such a study could be a useful adjunct when the need arises at the operational level to analyse comparable Community aid and bilateral aid activities for the same topics, sectors and countries.

At the appropriate time, it could be carried out with due regard to matters of coordination, complementarity and consistency (see Section III).

I. GENERAL OBJECTIVES: REASONS FOR EVALUATION

The main objectives of the evaluation are as follows:

- Contribute to a forward-looking study of European development aid policy, drawing the lessons from the analysis of the effectiveness and viability of the European Union's development aid policy.
- Improve the effectiveness and efficiency of EU aid procedures and instruments, with particular reference to their formulation, organization and utilization.
- Ensure retroactivity as regards the formulation and operational follow-up of the EU's future policy on development aid.
- Help improve the measures taken to ensure transparency and to provide information to the public and the Member States' authorities as regards the implementation of the EU's development aid policy.

II. QUESTIONS TO BE ANSWERED BY THE EVALUATION

The evaluation will deal with all programmes and instruments concerning EU development aid administered by the Commission: EDF, LAA, MED, etc. ⁽¹⁾

The basic questions to be answered by the evaluation relate to five general evaluation criteria: relevance of the policy, effectiveness, efficiency, impact and viability, taking into account questions of transparency and dissemination of information, together with coordination, complementarity and consistency. In the light of these factors a general assessment will be given.

Relevance of the development aid policy

- Has Community aid been in conformity with the policy objectives laid down in the official European texts?
- Have the objectives of Community aid been consistent with the development aims of the recipient States? How has Community aid met the needs expressed by those States?

Effectiveness

- To what extent have the objectives of the aid programmes and instruments been achieved?

Efficiency

- Has the implementation of Community development aid policy been efficient from the point of the Commission as well as the partner countries?
- Has there been complementarity and consistency in the use of the various aid instruments?
- Have the administrative structures (human and financial resources) set up by the Commission to implement the EU's development aid policy been efficient and consistent?
- Has the implementation of decentralized cooperation measures improved the efficiency of the EU's aid?

(¹) In the context of this evaluation the terms "programme" and "instrument" are defined as follows:

A programme is confined to a single region and consists of a number of instruments by means of which measures under the programme are implemented.

An instrument comprises aid measures with a clearly-defined objective (including STABEX, support for structural adjustment, ECIP, humanitarian aid). Instruments can be linked to a single programme (such as STABEX) or not have any connection with a programme (for example, humanitarian aid).

Impact

- Direct and indirect consequences and multiplier effects of the Community's development aid policy.
- What have been the consequences of the Community's development aid policy from the economic, socio-cultural, institutional and technical point of view?
- What has been the impact on the priority objectives of the Community's development aid policy especially as regards democracy, human rights, the fight against poverty, women in development, and the environment?
- To what extent are its effects significant in relation to costs?

Viability

- What have been the long-term results of the Community's development aid policy? How viable are they, especially after funding ceases?
- How is the viability of projects under way assessed?

Dissemination of information

- Are Community aid objectives and activities well known and understood by European public opinion, the administrations of the Commission and the Member States, the recipient countries, and also development aid partners such as the private sector, the NGOs, local authorities and other donors of funds?
- Are these various players properly informed?

Coordination, complementarity and consistency

- To what extent have the EU's development aid activities helped to achieve the objectives of coordination, complementarity and consistency referred to in the Treaty?

III. THE EVALUATION PROCESS

A. SCOPE OF THE EVALUATION

Given the complexity and extent of the questions to be dealt with, the evaluation will cover a period starting in 1985 (without excluding the possibility of going further back where appropriate).

Given the difficulties of analysis, the evaluation will be conducted gradually.

The various programmes and instruments will have to be evaluated with reference to the development aid of the European Union (Commission): objectives, policies, topics, sectors, countries – wherever the Commission is involved.

A representative sample of all EU aid activities will be established on the basis of the evaluation of these activities.

When appropriate, other programmes of Community aid to third countries and specific activities of the Member States relating to the same topics/sectors can be taken into consideration for a comparative analysis, incorporating the issues of coordination, complementarity and consistency. This does not mean that the evaluation will be a reciprocal exercise.

B. METHOD OF EVALUATION

Given the difficulty of a simultaneous evaluation of all programmes and instruments, the evaluation will start with the EDF. This will be done with a view to a comparative analysis of the various programmes and instruments of EU development aid administered by the Commission. Each evaluation will be in three main stages:

1. a preliminary stage;
2. specific evaluation of the various programmes and instruments;
3. a stage for making a general summary of the evaluation of the European Union's development aid policy.

1. Preliminary stage

To enable a description to be given of the main features of the European Union's various aid programmes and instruments, a general inventory needs to be made of the policies and financial flows of all the programmes and instruments.

This will be a general study based on the available material. It will involve a description of the main policies and a quantitative inventory (size, structure) of the programmes and instruments, together with an inventory of the financial flows of the recipient countries by sector/topic/country.

Estimated duration of the preliminary stage: 2 to 4 person-months.

2. Method of evaluation for each programme/instrument

After the preliminary stage, and on the basis of its results, a separate analysis will be made for each major programme and instrument. For each one, the evaluation will be in three distinct stages: dossier studies; case studies; summary.

Stage 1: Dossier studies

This is intended to provide the necessary information on aid programmes and instruments.

It will involve:

- a historical analysis of the main objectives of development aid as set out in the official policy texts;
- a clear and full account of the main financial flows by topic/sector/country.

Together, these two analyses will help to establish the broad lines of a typology of development aid.

This stage will involve the compilation and scrutiny of official texts as regards the policy objectives, and the processing of reports and statistical data supplied by the Commission as regards the analysis of financial flows.

It will also involve an inventory and analysis of existing and still-valid studies and evaluations – available from the Commission and/or the Member States – concerning aid programmes and instruments.

This will lead to the establishment of a well-documented information base which is needed for selecting a representative sample of topics/sectors concerning the relevant country for the evaluation of programmes and instruments in stage 2.

Stage 2: Case studies

This will involve collecting information on the ground for each of the EU's development aid programmes and instruments. The specific facts for each of these will be presented.

During this second stage an evaluation will be made of the activities under the programmes and instruments in the countries selected, with attention directed to the relevance, effectiveness, efficiency, impact and viability of the EU's development aid policy.

This second stage will involve a study on the ground. It will be conducted in a few countries with reference to a small number of sectors and topics corresponding to the sample established in stage 1. It will be based on field missions, surveys, questionnaires and interviews with representatives of donors and recipients.

Stage 3: Summary: evaluation for each programme and instrument

A summary will be made of the relevant factors for each programme and instrument, the internal consistency of which will also be verified.

This should enable the main strengths and weaknesses to be established.

3. General summary of the European Union's aid policy

Only programmes and instruments with similar objectives can be the subject of a comparative study, which will deal with the relevance, effectiveness, efficiency, impact and viability of aid policy.

An initial summary is envisaged involving a comparison between the evaluations of the programmes compared: EDF, LAA, MED.

The evaluation should result in a general summary of all programmes and instruments. The aim is to make an overall assessment of the European Union's development aid.

It will include a forward-looking dimension and seek to establish lessons for the future together with any recommendations for improving the European Union's aid policy.

Through a comparison of experience it will aim to answer the question of "how it could be done better".

IV. ORGANIZATION

The work involved in the evaluation will be directed by a group of experts, i.e. the heads of the evaluation services of the Member States and the Commission.

The main guidelines for selecting topics/sectors/countries (stage 1 of the evaluation) will be established by the relevant Council bodies. The group of experts will be responsible for decisions on implementing them and for drawing up the terms of reference. The Council bodies will be regularly briefed on the group's activities.

Subject to the evaluation's objectives and scope as mentioned earlier, the group of experts may delegate the day-to-day management of the evaluation to a working party which will be open to all members of the group of experts.

The evaluation will be organized and administered in accordance with the procedures followed for the joint evaluation of the European Union's food aid programme.

In accordance with the objectives and scope of the evaluation as mentioned earlier, the reports produced at the end of each stage will be sent to the Council for information. The final report will be submitted to the Council.

The question as to how long the evaluation exercise will last is closely linked to the question of its scope. The current estimate is 18 months per programme.

The exercise will be limited to a period of three years. This is without prejudice to any further requests which the Council might make for its extension.



COUNCIL CONCLUSIONS OF 1 JUNE 1995 ON DEVELOPMENT COOPERATION WITH SOUTH AFRICA

1. The Community and its Member States, recalling the statement adopted by the Council on 25 May 1993 on the future of development cooperation with South Africa and the Council's conclusions of 18 and 19 April 1994, reaffirm their determination to continue resolutely their efforts at development cooperation with South Africa.
 2. The aim of the Community's policy on development cooperation with South Africa is, while taking account of the specific characteristics of the South African economy and South African society, to contribute to the lasting economic and social development of the country and to consolidate the foundations of a democratic society in South Africa, through support aimed at satisfying the population's basic needs and improving the standard of living, especially among the poorest sections of society, taking into account the development priorities defined by the new South African government, particularly in its National Programme for Reconstruction and Development.
 3. In view of the considerable progress made in the transformation of South Africa into a democratic, multiracial society in which human rights are respected, the time has come to normalize Community cooperation policy with South Africa by adapting it and the way it operates.
 4. In that connection the Council welcomes the fact that the Commission has forwarded a proposal for a Council Regulation to define the legal basis for the utilization of appropriations under budget heading B 75070 relating to the European Programme for Reconstruction and Development in South Africa, which for 1995 amount to ECU 125 million. The Council attaches particular importance to development, under the future Regulation, of a strategy for Community assistance to South Africa, of a revised format for project proposals reflecting the principles of the Commission's integrated approach, and of enhanced procedures for monitoring and evaluation of interventions financed under the aid programme for that country.
 5. In the period leading up to the definitive adoption of that Regulation, the Community and its Member States agree on the following:
 - i) Measures to be carried out under the EPRD will be mainly in the following fields: education and training, health, urban and rural development, support for the private sector, in particular SMEs, and for regional integration, strengthening of institutions (including support for the public service) and organization of local communities, democratization and defence of human rights.
 - ii) The procedures for implementing the EPRD will be as follows: dialogue with the new government on sectoral and geographical priorities, in the framework of a structured approach to development; maintenance of diversified cooperation coordinated by the South African government, also involving provincial and local public administrations and agencies, NGOs and local communities, international organizations, institutes and private operators, and calls for local contributions and co-financing to implement measures; simplification and gradual alignment of procedures for allocating resources and implementing the EPRD on those of other European Union development programmes.
 - iii) The Commission will in the meantime continue to submit its financing proposals to the Group of Experts from the Member States responsible for implementing the Community's Special Programme for South Africa.
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II. MEETING OF THE DEVELOPMENT COUNCIL ON 20 DECEMBER 1995

RESOLUTION OF 20 DECEMBER 1995 OF THE COUNCIL AND THE REPRESENTATIVES OF THE GOVERNMENTS OF THE MEMBER STATES ON INTEGRATING GENDER ISSUES IN DEVELOPMENT COOPERATION

I. INTRODUCTION

1. The Council, in May 1993, adopted conclusions stressing the need to prepare updated and consolidated Community and Member State policy guidelines on Women in Development and requested the Commission to undertake an impact assessment of WID/Gender policies.

The Council has examined the communication forwarded by the Commission, whose analysis and recommendations it endorses, and in particular notes that despite the efforts made in the administrations of many European countries and in the Commission, women's participation in development still remains a marginal rather than a central issue.

The Council recognizes that redressing existing gender disparities is a crucial issue in development in terms of aid effectiveness and social justice, as women are as indispensable partners as men in achieving the objectives for development cooperation established in Article 130u of the Maastricht Treaty.

The Council has adopted the following guidelines which, among other things, translate into the field of development cooperation the political commitments undertaken in the Fourth World Conference on Women.

II. GENERAL PRINCIPLES FOR GENDER-SENSITIVE DEVELOPMENT COOPERATION

2. Gender means the different and interrelated roles, responsibilities and opportunities of women and men, which are culturally specific and socially constructed, and can change over time, inter alia as a result of policy interventions. Gender has crucial implications for the achievement of all development objectives.

The principles which should guide Community and Member States' development cooperation are:

- gender analysis at macro-, meso- and micro-level must be mainstreamed in the conception, design and implementation of all development policies and interventions, as well as in monitoring and evaluation;
- women and men should both participate in and benefit from the development process on an equal basis;

- reducing gender disparities is a priority for society as a whole;
- analysis of differences and disparities between women and men must be a key criterion for assessing the goals and results of development policies and interventions;
- development cooperation must encourage and support changes in attitudes, structures and mechanisms at political, legal, community and household level in order to reduce gender inequalities and in particular:
 - = political power-sharing and full and equal participation in decision-making must be promoted at all levels,
 - = economic empowerment and equal access to and control over economic resources must be strengthened,
 - = equal access to and control over social development opportunities must be fostered.

III. MEANS AND STRATEGIES

Policy formulation and policy dialogue

3. The formulation of all development policies should explicitly take into account the general principles for gender-sensitive development cooperation. In particular, macro-economic policies such as structural adjustment should properly take into account the indications coming from micro- and meso-level analysis, and the interdependence between women's and men's roles both in production and in the reproduction and maintenance of human resources.
4. The general principles should be a constant feature in all policy dialogue and negotiation with partner countries. In particular, external assistance should encourage and support the revision of existing policy, legal and administrative frameworks in a gender-sensitive way.

Development interventions

5. At project, programme and country strategy level, external assistance should ensure that gender analysis will orient all development interventions from the planning to the evaluation phase (mainstreaming). In addition, special attention should be given to positive actions addressing major gender disparities.
6. Both mainstreaming and positive actions should be considered as complementary strategies aimed at enabling the full release of women's and men's development potential and their equal access to economic, political and social development opportunities, including education and health.

7. When special interventions are provided to reduce major disparities between women and men, they should be structurally linked to major sectors of activity, supported with adequate financial, technical and human resources, limited in time and with a clear perspective of linking up with mainstreaming activities.

In non-project forms of development aid, efforts should be made to establish the necessary links between the micro-, meso- and macro-analysis, paying specific attention to gender issues.

Capacity building

8. Institutional capacity in partner countries on gender issues should be strengthened, inter alia through sensitization and training of policy-makers, supporting the collection of data separately according to sex and reinforcing the catalytic role of national machineries. The importance of the dialogue between NGOs and national machineries and NGOs' positive role in promoting gender equality are recognized.
9. Support to civil society should give priority to fostering gender-sensitive approaches. When gender analysis shows that autonomous types of institutions are needed initially to enable women to reinforce their position in unequal power structures, women's organizations and networks should be supported.

Strengthening internal capacity of the Commission and of Member States

10. Sufficient and permanent expertise on gender issues should be ensured within development institutions, at policy level, in the technical divisions and at operational and field level. All development staff both at headquarters and in the field should be enabled, including through systematic training, to assume increasing responsibility for implementing a gender-aware policy and assessing its results.
11. Adequate human, financial and other resources should be earmarked for promoting the catalytic role of the experts on gender issues within the institution, covering areas such as elaboration of policies, methodologies and guidelines, gender training, research, thematic monitoring and evaluations. Mainstream funds should be increasingly allocated for the implementation of gender-sensitive development interventions.
12. Special attention should be given to emerging areas for sensitizing development cooperation to gender issues: emergency operations and crisis prevention and the continuum to development, human rights and democratization, macro-economic analysis and interventions, sexual and reproductive health and rights.

13. A system for monitoring progress of gender policy and implementation should be established within development administrations, integrated into the overall management information system of the organization, and monitored at a senior management level. Institutional accountability mechanisms and measures should be established.

IV. TOWARDS CLOSER CONSULTATION AND COORDINATION BETWEEN THE COMMUNITY AND THE MEMBER STATES

14. The Council calls on the Commission to bring together groups of Member States' experts (at least once a year), to refine the analyses made of certain geographical areas or particular aspects of policy or measures, with a view to improving coordination between the Community and the Member States.
15. The Council stresses the importance of the role of management committees in the programming phase and in the coordination on a country by country basis, particularly in ensuring that proper attention is given to gender issues.
16. Gender issues should be systematically included in all coordination initiatives of the Community and the Member States. Improved coordination on gender issues will be initially tested within the framework of the coordination initiative on the fight against poverty, benefiting from existing mechanisms and modalities for coordination, including in the field. In particular where there is expertise on gender issues in representations in the field, encouragement should be given for collaborative initiatives which can provide examples of best practice.

V. CONCLUSION

17. The Council calls on the Commission, after consultation with the gender and development experts from the Community and the Member States, to draft precise proposals for common criteria and indicators for reporting on the implementation of this Resolution. In doing so it should take due note of the main recommendations of the platform for action adopted at the Fourth World Conference on Women.
18. With a view to ensuring concrete and effective follow-up of the implementation of this Resolution, the Council will review the progress made by the Community and the Member States at its meeting in the second half of 1997. The Council also invites the Directors-General for Development Cooperation from the Community and the Member States to examine informally before the end of 1996 the steps to be taken to ensure the effective implementation of the present Resolution and the progress achieved.
19. The Council will continue its reflection on the integration of gender issues in all aspects of aid and will, at its next meeting, examine in particular the integration of gender issues in emergency operations and crisis prevention and in the fight against poverty.

III. MEETING OF THE DEVELOPMENT COUNCIL ON 28 MAY 1996

CONCLUSIONS OF 28 MAY 1996 OF THE COUNCIL OF THE EUROPEAN UNION AND OF THE REPRESENTATIVES OF THE MEMBER STATES MEETING IN THE COUNCIL ON LINKING RELIEF, REHABILITATION AND LONG-TERM DEVELOPMENT

1. The European Union endorses a phased approach for strengthening linkages between relief, rehabilitation and development along the lines proposed in the Commission's communication. It appreciates the high level of internal and external coordination that has taken place in preparing this communication.
2. In this connection, the Commission will prepare, with interested Member States, global policy frameworks for a number of countries and regions, in particular those prone to political or economic risks and tensions and/or to natural disasters, drawing together economic, social and political factors (democratization, human rights, the rule of law, conflict prevention/resolution and gender) and define more clearly practical ways of strengthening linkages between relief, rehabilitation and development based on the specific recommendations mentioned in the communication. These global policy frameworks will be discussed in the relevant fora ⁽¹⁾.
3. Based upon the initial experiences of the Commission and the Member States in formulating the global policy frameworks, the Council considers that a further exchange of views should be held at the next Development Council meeting in November 1996 with a view to the establishment of a Resolution, and in order to develop detailed guidelines on strengthening the linkages between relief, rehabilitation and development, with particular reference to:
 - practical ways of strengthening such linkages;
 - recommendations for incorporating broader issues into the global policy frameworks, e.g. conflict prevention and resolution, political analysis, disaster preparedness, relief impact analysis, rehabilitation planning strategies, gender analysis, macro-economic and sectoral planning, regional aspects and overall coordination.

⁽¹⁾ Commission declaration:

"The Commission has identified the following countries/ regions for this first exercise:

Angola	Guatemala
Liberia	El Salvador
Haiti	Cambodia
Somalia	Afghanistan
Countries of the Great Lakes	Georgia
	Armenia
	Azerbaijan."

4. The Council stresses the particular importance of the problem of anti-personnel mines and considers that those involved should adopt a coordinated integrated approach to it, in particular in countries where humanitarian, rehabilitation and development activities co-exist. Such an approach, which would cover all action to combat mines and their effects, should contribute to developing local capacity and guarantee a long-term commitment by donors.
5. The Council invites the Commission, in accordance with Article 130x of the Treaty, to take any useful initiative to promote coordination by the Community and the Member States in this area.

Furthermore, in accordance with Article 130y of the Treaty, the European Union will encourage donor agencies – in full compliance with the terms of reference of the competent international organizations – to work together and coordinate their efforts to strengthen links between relief, rehabilitation and development.



COUNCIL CONCLUSIONS OF 28 MAY 1996 ON REINFORCING COORDINATION BETWEEN THE COMMUNITY AND ITS MEMBER STATES AT OPERATIONAL LEVEL

The Council took note of the final Commission report on the pilot scheme on operational coordination carried out in six developing countries in accordance with the Council Resolution of 2 December 1993.

The Council:

1. reaffirms the importance of reinforcing coordination in development cooperation between the Community and the Member States as stated in Article 130x of the Treaty on European Union and in accordance with the principle of complementarity of policies set out in Article 130u;
2. notes with interest the initial results of reinforced coordination in the six pilot countries, in particular the progress made in several countries in reciprocal exchange of information between the representatives of the Member States and the Community and the consequent greater transparency of sectoral and regional activities of the Commission and Member States;
3. notes, however, the disparity between one country and another in the functioning of coordination and observes that the process is hindered by a number of problems relating, inter alia, to lack of staff, links with other coordination bodies and the involvement of beneficiary countries;
4. also emphasizes, in view of the differing economic and social situations in the various countries, the advantages of coherent analysis and exchange of information between the Member States and the Commission;
5. stresses the importance of Community coordination and reiterates the main objectives, which are: to strengthen the capacity of the recipient country to assume responsibility for and ownership of its own development strategies and programmes; to reduce the administrative burden on beneficiary countries with the aim of encouraging strengthened capacity; to increase the effectiveness of development cooperation by the Community and its Member States and providers of funds as a whole; to ensure consistency of the cooperation activities of the Community and its Member States with the common political guidelines adopted by the Council and to ensure complementarity of the various measures within the framework of a single strategy developed by the beneficiary country itself; to optimize the European Union's presence in development activities; ⁽⁵⁾
6. underlines the importance of improving quality of information regarding development activities which in turn may reinforce and strengthen the strategic approach, i.e. country strategies;

⁽⁵⁾ See Resolution of 2 December 1993 on procedures for coordination between the Community and its Member States.

7. considers that reinforced coordination between the Member States and the Community must represent added value for the beneficiary countries and give an additional boost to the local coordination mechanisms already in place;
 8. emphasizes the advantages, over and above Community coordination, of a linkage with other existing coordination mechanisms to include other donors, as well as the more systematic involvement of beneficiary countries in coordination. This should take place in a flexible manner and be tailored to the given situation in the country;
 9. having discussed these issues and bearing in mind the complementarity referred to in Article 130u of the Treaty, the Council:
 - has decided to continue and consolidate the experiment in the six pilot countries, by:
 - = developing dialogue with local authorities,
 - = concertation on individual countries' strategy documents and improved information, particularly through exchange of such documents,
 - = increasing sectoral concertation, in particular in the priority sectors set out in the framework of the "Horizon 2000" declaration,
 - = where appropriate, Community concertation prior to meetings with the other multilateral fund providers, particularly before meetings of the World Bank Consultative Group; and
 - to improve information exchange in other developing countries, in the light of experience acquired and the procedures already established in the pilot scheme countries;
 10. calls on each of its members and the Commission to take the necessary measures to overcome the difficulties encountered and identified in the Commission's report;
 11. takes note of the current informal talks between the Directors-General for Development of the Member States and of the Commission, on the subject of coordination;
 12. has decided to reinforce coordination in cooperation policies upstream, and in particular to improve information exchange and concertation during the stages of programming of Community aid and aid from the Member States;
 13. will explore the possibilities for progress in coordination on the environment;
 14. requests the Commission to draw up proposals to ensure active involvement of the beneficiary countries in the coordination process;
 15. agrees to analyze the situation again at its meeting in the first half of 1997, and requests the Commission to carry out a further survey with that in mind."
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RESOLUTION OF 28 MAY 1996 OF THE COUNCIL AND THE MEMBER STATES ON ENVIRONMENTAL ASSESSMENT IN DEVELOPMENT COOPERATION

I. INTRODUCTION

1. The Council recalls its Resolution on environment and development of 29 May 1990, on the need to draw up guidelines enabling environmental considerations to be better integrated into development cooperation, and to devote specific appropriate means to this task.
2. One of the central insights provided by the theory and practice of sustainable development is that effective environmental action cannot be conceived as an afterthought to unchanged social and economic policies. Rather, environmental concern must be integrated into the process of selecting and implementing all policies, programmes and projects. Various instruments can promote such integration. Environmental Impact Assessment, EIA, is one of the most important of these. The ultimate aim is to fully integrate environmental concerns in the project and programme preparation as well as at the strategy and policy levels.
3. The Council has noted with interest the Commission's current practice on environmental assessment in the context of development cooperation, as well as the actions envisaged for their improvement, including proposals for the harmonization of EIA procedures and practices within the Commission.
4. The Council notes with satisfaction the steps already taken by the Commission to introduce procedures relating to EIA. It also welcomes the Commission's ongoing evaluation on the environmental aspects of EC development cooperation and looks forward to being informed of its outcome.
5. The Council invites the Commission to increase the tempo and momentum of its efforts towards upgrading its EIA procedural and implementing capacities as well as their operational context and enforcing mechanisms and in this regard takes into account the ongoing work of the World Bank, the OECD and UNEP in developing revised environmental procedures and guidelines.

II. PRINCIPLES AND METHODS

6. The Council acknowledges the importance of environmental assessment as a tool for providing decision-makers with crucial information for project selection, design and implementation. The EIA concept refers to an appropriate step-by-step process of environmental analysis of various levels, whereby full environmental impact studies are only carried out for those projects that so require.

7. Environmental assessment is an integral part of project analysis and design alongside the economic, social and technical components. It should be integrated in the project cycle from identification and appraisal, through preparation and implementation, to monitoring and evaluation, so as to allow for improvements in the project definition and formulation, provisions for corrective and mitigating measures, and consultation with the local population concerned.
8. The Council furthermore recognizes the need to expand environmental assessment procedures to cover not only projects but also development cooperation programmes, plans and policies (e.g. Strategic Environmental Assessment for programmes to support national planning and policies, Structural Adjustment Programmes, Sector Investment Programmes).
9. The Community's and Member States' environmental assessment policies and practices should be consistent with and complement the ongoing work on coherence in environmental assessment within the OECD/DAC Working Party on Environment and Development Cooperation.
10. The Council supports the Commission's efforts towards strengthening its EIA procedures and practice, including the updating and standardization of a manual and guidelines, the strengthening of training and awareness raising, and the adoption of thematic strategies and performance indicators.

III. RECOMMENDATIONS

11. The Council underlines the need for effective mechanisms to ensure:
 - (a) the systematic application of EIA procedures before the formal approval of all Community development projects, including the integration of the results of EIA studies into the project design in the form of environmental management plans. In this context, improving the capacity for preliminary screening is a priority;
 - (b) an efficient management of the environmental aspects during project implementation, through monitoring and evaluation.
12. The enforcing mechanisms are of high priority. The various institutional aspects include a clear definition of the role of the environmental expertise within the Commission in the preparation process, in improving reporting and in the decision-making process, including, when necessary, through external assessment.
13. The Council stresses the importance of supporting the efforts of developing countries to strengthen their institutional capacity in the field of environmental assessment policies and practices.

14. The Council invites the Commission and the Member States to take the necessary action to implement the above principles, strengthening the provision of appropriate environmental expertise in aid agencies.
15. The Council considers that the time has come to take stock of a number of conclusions and resolutions on the environment and development which it has adopted in recent years and to draw them together in general guidelines for the Community and the Member States. It intends to adopt a Resolution on such a policy at the meeting in the second half of 1997.

With this prospect in mind the Council furthermore invites the Commission to organize meetings of experts of the Member States on environment and development cooperation to exchange experiences and discuss further ways to enhance the integration of environmental concerns in policies, programmes and projects.



COUNCIL CONCLUSIONS OF 28 MAY 1996 ON DECENTRALIZED COOPERATION

I. INTRODUCTION

Having noted the Commission's report on action taken in the context of decentralized cooperation, the Council confirms the importance it attaches to this approach to development; it considers that there are certain conclusions to be drawn from the experience gained and certain recommendations to be made concerning future Community action in this area.

II. BASIC PRINCIPLES

Decentralized cooperation as implemented by the Community in the developing and partner countries is intended to provide a more appropriate response to the needs identified by the local populations, in particular the poorest, who are the ultimate beneficiaries. The aim is to stimulate the capacity for initiative and the active participation in development projects of both civil society and local community protagonists in the countries concerned.

The protagonists concerned are rural groups, cooperatives, NGOs, local authorities, professional, commercial and industrial groups, educational institutions, workers' associations, associations for the protection of human rights and any association able and willing to make its contribution to their country's development. Strengthening the role of small and medium-sized undertakings contributes to the same overall approach, although covered by specific instruments and regulations.

Another purpose of decentralized cooperation is to promote partnership with civil society protagonists and with European local authorities, where these, by their actions, contribute to achievement of the desired objective.

The approaches to decentralized cooperation and the relevant instruments are intended, *inter alia*, to support the decentralization processes and the increased capacity for action of representative local communities.

Decentralized cooperation is above all the definition of an approach and a method which can be applied in numerous areas and with different cooperation policy instruments.

III. OBJECTIVES

Bearing in mind European Union objectives in the field of development cooperation, decentralized cooperation should contribute to:

- more sustainable economic and social development, as it is more appropriate to the needs and capacities for initiative of the populations of the countries concerned and will foster indigenous development;
- the campaign against poverty through more efficient mobilization of the energies and resources of economic and social protagonists on the basis of their own needs;
- the strengthening of democracy and the promotion of human rights through the support given to the reinforcement and diversification of civil society and local communities, and the provision to populations of fora for expression and action.

IV. RECOMMENDATIONS

The following recommendations are intended to ensure that Community-supported decentralized cooperation projects are more consistent and more efficient:

(a) Decentralized cooperation in cooperation programmes in general

- The sectors chosen to benefit from these approaches should be clearly identified and targeted as soon as the strategies have been defined, and then when national and regional programmes and the sectoral policies on which they are based are being defined; in this connection, the Council recommends that the country-strategy notes drafted by the Commission together with the Member States, in the framework of Community programmes and the Lomé Convention, should identify the sectors for intervention which are suitable for decentralized cooperation;
- this approach is designed to achieve clearly established development objectives, agreed with the countries concerned and taking maximum account of the local possibilities and constraints peculiar to each of these countries;
- decentralized cooperation entails giving greater responsibility to social and economic and local authority agents in the countries concerned as from the priority and aid programme planning stage. These must be adapted to give more scope to the proposals and initiatives of civil society and local community protagonists;
- this will call for consultation, almost from the outset, between the States and the civil society and local communities of the countries concerned. The Community should, if possible, promote this dialogue and provide clear, transparent information on the nature of the programmes and instruments accessible to the initiatives of local civil society and local community agents and to promote by every means possible their participation in these programmes;
- aid procedures and instruments must be made sufficiently flexible to ensure that decentralized cooperation is given its proper place in the development programmes, so that local protagonists can participate. This is not incompatible with the introduction of monitoring and follow-up mechanisms;

(b) Specific decentralized cooperation instruments

For the purposes of the specific decentralized cooperation instruments, particular attention must be paid to strengthening the decentralized bodies in the countries concerned, with their European partners also helping in this task, and to developing their capacity to bring them gradually to a point where they can exercise their responsibilities in the development policies and programmes which affect their countries;

(c) Coordination

- In the run-up to the review of the cooperation instruments relating to the ALA developing countries, the Mediterranean, the ACP and South Africa before the year 2000, priority will have to be given to defining criteria which will enable the actions covered by this approach to be better identified. The Council would emphasize the importance of follow-up to and an in-depth evaluation of these projects particularly from the point of view of the future guidelines for horizontal decentralized cooperation programmes;
- coordination within the European Union and as necessary with the other donors will be developed in the countries concerned. There will be coordination at both policy definition level and on the ground and all levels of decision-makers concerned, notably delegations, should be informed to that effect.



COUNCIL CONCLUSIONS OF 28 MAY 1996 ON MIGRATION AND DEVELOPMENT

1. There will always be migratory movements and Europe will always be involved with them. Indeed, to a significant degree the migratory movements of peoples have often promoted and enriched human development; Europe has benefited from such movements in the past and continues to benefit from them today. Migrations have many aspects. In these conclusions the Council intends to concentrate only on those aspects which relate to development cooperation.
2. Development aid alone can hardly have a decisive impact on migration, in view of the complexity of the phenomenon. However, it has a role to play as part of a set of political, economic and cultural initiatives and measures to promote solidarity which are planned at international level.

It should be noted that the short-term effect of certain assistance to poor countries could in some situations lead to an increase in migratory flows. The long-term objective of development assistance aims, however, at supporting sustainable development and consequently limiting the pressure on individuals or groups to migrate.

There can be little doubt that south-south migration is an important phenomenon with significant implications for the development process. In many instances these flows, particularly when caused by conflict, have added to the developmental challenges facing the receiving country and may indirectly affect migratory flows into the EU.

Since the causes of migration are many, the problems must be considered on a case-by-case basis and dealt with by accurately targeting the population groups concerned.

3. Initiatives in this area should aim, as decided at the World Summits of Heads of State and Government in Cairo, Copenhagen and Beijing and by the Edinburgh European Council, to promote sustainable development in the long term, based on reduction of poverty, unemployment and social exclusion.
4. As one of the main objectives of the European Community's development cooperation policy is fostering sustainable development, and another is the alleviation of poverty, the Community must consider the long-term impact of development assistance (when development success may ease migratory movements). This requires that donors focus attention on the uses of development assistance which have a lasting impact on employment and which promote the development of human capital and essential social services.

In particular, in the case of projects which may have an impact on migration, priority must be given to integrated action to tackle the various causes of emigration, focusing on those rural or urban areas where the phenomenon is most acute.

5. The following priority aspects of development aid action must be taken into account:
- (a) promotion of local economic development through support for small and medium-sized businesses, cooperatives and the informal sector, and for agricultural, craft, industrial, and commercial production, with encouragement of access to credit, technical assistance and training, in particular for women and young entrepreneurs;
 - (b) encouragement of vocational training closely linked with local economic potential in the context of local policies and sustainable policies and initiatives to boost employment;
 - (c) promotion of action to reduce cases of insecurity and violence by improving the operation of public institutions in the context of the rule of law;
 - (d) increased opportunities for all members of society – in particular, women, the young and disadvantaged groups – to participate in development action and the democratic process;
 - (e) improvement of the operation of basic health services, preventive medicine and community health programmes and action designed to meet the priority health concerns of communities;
 - (f) promotion of basic education and all educational initiatives and action to encourage communities to put down stronger roots;
 - (g) promotion of methods for the economic exploitation of natural resources which can also have a positive impact on the environment and improve the quality of life of communities;
 - (h) general and programmatic support for developing countries involved with the reintegration of returning migrants;
 - (i) decentralized cooperation, particularly as part of long-term programmes, as a means of establishing the necessary lasting links between development aid and immigration policy.
6. The Council stresses the importance of coherent policies and, in this regard, underlines the need for complementing efforts aimed at promoting economic development and encouraging liberal trade and economic cooperation.
7. The Development Council invites the Commission to set up a Working Party open to participation by experts from the Member States, which could formulate appropriate proposals based on the broad outline of these conclusions, and in particular of point 5.
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IV. MEETING OF THE DEVELOPMENT COUNCIL ON 22 NOVEMBER 1996

COUNCIL RESOLUTION OF 22 NOVEMBER 1996 ON HUMAN AND SOCIAL DEVELOPMENT AND EU DEVELOPMENT COOPERATION

1. The Council endorses the general approach on Human and Social Development (HSD) and EU development cooperation presented by the Commission. It recalls its resolutions adopted since 1992 in the context of "Horizon 2000", notably those on poverty reduction, gender, education and health, and considers that the HSD approach provides an important underpinning for their implementation.

HSD denotes a people-oriented emphasis to development. People are the actors in the development process; the pursuit of the EU development policy objectives set out in the Treaty (Art.130u), namely sustainable development, poverty reduction, economic integration of developing countries into the world economy and furthering of democracy and the rule of law, depends crucially on human and social factors. The orientation and methods of development cooperation in relation to HSD must be strengthened.

This is also in line with the conclusions of the Cairo, Copenhagen and Beijing conferences which have all emphasised the central role of HSD for development and have called for greater commitments in this area.

2. The Council calls on the Commission and the Member States to demonstrate a renewed and strong commitment to HSD. This requires action in the following policy areas:

a) Human empowerment: good governance and civil society

Human empowerment and participation imply that men, women and children are the subjects not the objects, of the development process. Empowerment means increasing the range of human choice and concerns both the state and civil society. Gender sensitivity and the empowerment of women is an essential dimension of this endeavour. It is necessary to:

- support democratisation, human rights and the rule of law as an essential element of our cooperation with developing countries and promote good governance and decentralisation by making even greater efforts in institutional capacity-building, administrative reform and in fighting corruption, in particular through organisational support, training of policy makers and public officials and support to underpin human rights; country-specific governance assessments can make a useful contribution;
- support the development of local expertise, the mobilisation of local resources and the full responsibility and involvement of local people in the conception and implementation of development activity; to this end a review of the delivery of technical assistance supported by donors is needed;

- support the participation of civil society in policy making and development activity; the aim is to promote participation and social dialogue on a broad basis, not just at the project level; a systematic assessment of the social and societal impact of policies, programmes and projects is required.

b) An enabling economic environment with special attention to the expansion of employment and productivity of work

The volume and structure of employment, its diversification and the increase in the productivity of work are crucial for economic growth and income distribution and thus for the campaign to reduce poverty and achieve sustainable development. Considering the importance of high rates of economic growth, it is, however, essential that overall growth and development processes are broadly based ensuring that poor men and women are drawn into and benefit from growth. In order to enhance the productivity of labour and expand the demand for labour the following could be pursued:

- ensure that the macro-economic policies support broad based economic growth and widespread distribution of its benefits;
- promote equitable access to assets such as skills, land, credit, capital and technology, to enhance work opportunities in rural and urban areas and the productivity of work, in particular for women ;
- support the formulation and implementation by partner countries - as part of partners' overall strategy to reduce poverty - of consistent overall employment strategies on the basis of a commitment to accelerate the increase in productive employment in the private sector with the aim of having an economic policy which should be both job and productivity-driven ;
- support the development of an environment favourable to small enterprises and micro-enterprises, including those in the informal sector through, inter alia, the provision of appropriate and efficient credit facilities, notably micro-credit;
- support improvements in quality/relevance and the expansion of education and training systems including lifelong learning; no sustainable increases in employment and productivity can be achieved without raising the qualifications and responsiveness of human resources to economic change;
- where appropriate, promote labour-intensiveness of investment in economic and social infrastructures that use local resources and provide for their effective integration into the local socio-economic context.

c) Health

Under the "Horizon 2000" initiative, the Council has identified health as a major priority of development aid and of coordination between the Community and Member States. As a follow-up to the relevant Council Resolutions it is necessary to:

- support the definition and implementation by partner countries of more equitable and sustainable health policies particularly with regard to gender issues and to reaching disadvantaged and geographically distant populations; ensure better integration within health policy of action in the field of reproductive health;
- increase support to the reform of health care systems and to the further expansion of primary health care services including sexual and reproductive health care and services, preventive activities, in particular the prevention of epidemics, and rehabilitation; develop access to medicines including vaccination and their rational use, especially for very poor and marginalised people; promote staff training, a rational and efficient use of human and financial resources allocated to health and an efficient distribution of roles between the public and private sectors;
- increase the effectiveness of investment in water, sanitation, and housing, particularly in urban areas; promote measures of primary prevention (e.g. safety at work, road security, reduction in air and water pollution) and access to sufficient food of good quality at household level ;
- secure the integration of all health concerns into other development policies with special emphasis on the socio-economic impact of the spread of HIV/AIDS.

d) Education and training

Education and training is also a major priority of development aid and of coordination between the Community and Member States. As a follow-up to the relevant Council Resolution it is necessary to:

- enable partner countries to define and implement their own education and training policies; to ensure continuity and sustainability, medium- and long-term commitment on the part of governments as well as donors is required;
- support improvements in the effectiveness of education and training systems; improved access to education must be accompanied by minimum quality if pupils are to gain the necessary knowledge, skills and attitudes; this requires promoting efficient management, quality, relevance and gender sensitivity of education and training structures; cost to parents for basic education should be such that they can afford to send their children to school;

- in view of the above, support the balanced expansion of education and training capacities, giving priority to basic education and ensuring a significant acceleration in access by girls and equitable provision to disadvantaged groups.

An important dimension of these priorities is the economic and social inclusion and protection of vulnerable people, children and disadvantaged and marginalised groups.

3. The Council calls on the Commission and the Member States to implement these priorities by placing HSD at the very core of development co-operation. This implies action to:
 - a) Move HSD upstream into the core of macro-economic policy design and implementation ; the macro-policy dialogue with partner countries and decisions on economic reform programmes and debt relief need to take full account and underpin the policies of human empowerment, broadly based and equitable economic growth, expansion of employment and productivity, health and education; to achieve this there is a need to involve HSD specialists as well as macro-economists in policy dialogues, design and implementation.
 - b) Secure a sufficiently high level of financial resources for HSD, especially in regard to health, and education; in this regard, the Council recalls the agreement reached at the World Summit for Social Development in Copenhagen on a mutual commitment between interested developed and developing country partners to allocate, on average, 20 per cent of ODA and 20 per cent of the national budget, respectively, to basic social programmes.
 - c) Accord high priority to HSD indicators when assessing the overall development performance of a particular country; a set of basic socio-economic indicators and targets would be established by each country with which the EU maintains long-term development cooperation; gender sensitivity should be integrated in these indicators: countries showing a serious commitment to HSD, for example registered improvements in the agreed indicators will be given increased support in their endeavours in these areas; this implies a change in donor conditionality, with greater emphasis on efforts and results in poverty reduction and HSD.
 - d) Increase effectiveness of support for HSD by strengthening initiative, responsibility and mobilization of partner countries in designing and implementing their own policies and by deepening coordination between donors. This can be promoted by combining policy intentions and objectives of partner countries with the financial resources and human capacity to achieve them within an operational framework that ensures coherence, coordination and medium-term commitment from all partners involved. It is, therefore, necessary to accelerate and gradually extend the initiative launched by the Commission and Member States with regard to "Sectoral Development Programmes"; whilst concentrating on the pilot countries for coordination under "Horizon 2000" ; close cooperation with other donors, in particular with the World Bank, will also be needed to implement this approach.

- e) Better integrate HSD considerations -including gender balance- into programmes and projects in other policy areas; when combined with support for human resource development and small-scale entrepreneurship, investments in infrastructure can increase the contribution to poverty reduction, employment generation and private sector development; equally, HSD concerns should be a driving force behind strategy development and project selection in all fields.
4. The Council calls on the Commission and the Member States to pursue these policy priorities and lines of action actively in the dialogue with developing countries, in the international fora and in their cooperation with other donors. It also calls on the Commission to report to the Council and to the European Parliament, by the end of 1998, on progress achieved in the implementation of the present resolution.
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CONCLUSIONS OF 22 NOVEMBER 1996 ON GENDER AND CRISIS PREVENTION, EMERGENCY OPERATIONS AND REHABILITATION

1. The Council recalls its previous discussions on the issues of gender and development and, in particular, its Resolution of December 95 on integrating gender issues in development cooperation, as well as its Conclusions of May 1996 on linking relief, rehabilitation and development.
2. The Council also recalls the Beijing Platform for Action in particular Chapter IV E : Women and Armed Conflict.
3. The Council views the integration of gender issues in crisis prevention, emergency operations and rehabilitation as an important way to achieve the objectives and goals of Community development cooperation policy. The Council considers it important to develop and implement adequate practical strategies in accordance with these conclusions.
4. Gender relations are culturally specific and socially constructed, and therefore can change over time, normally as a result of long-term processes of modification in the social, economic and cultural spheres of societies. Integrating a gender approach and aiming at the reduction of gender disparities is a crucial issue for all long-term development interventions, in terms of both aid effectiveness and social justice. Crisis situations can lead to rapid changes in gender relations, which can reinforce or challenge the traditional views of women and men, sometimes creating opportunities for positive changes and more equality, and at other times leading to more discriminatory attitudes.
5. Emergency assistance should take into account these issues, in order to avoid relief operations working to the detriment of long-term efforts aimed at building more equitable gender relations in society. Post-emergency rehabilitation interventions should address the potential for positive changes supporting the reduction of gender disparities, promoting further gender equality in the reconstructed society. Gender issues are a specific and important aspect of ongoing efforts at linking relief, rehabilitation and development.
6. Emergencies and crises, whether catalysed by natural events or not, are social phenomena. The social organization of the affected areas is a crucial determinant of the impact of crisis and of the capacity to respond to it, and gender differences and differentials are an essential factor to consider within this framework. Gender is an important element in effective planning and implementation of crisis prevention, emergency and rehabilitation interventions, which should, where appropriate, address the structural causes of problems. A gender analysis of vulnerabilities can clarify for example the links between vulnerability to crisis and poverty.

7. A gender perspective should therefore be mainstreamed into all policies and interventions dealing with crisis prevention, emergency responses and post-emergency rehabilitation, including when addressing situations of armed conflict. Women and men have different vulnerabilities to crises and different coping strategies, which need to be assessed through a comprehensive gender analysis at all stages of the process. Special attention should be given to gender-sensitive training of staff.
8. Gender analysis should take into account women's and men's roles, responsibilities, rights, needs, access to and control over resources and opportunities for development, and participation in decision-making. Overall, men tend to have more options than women, as they have often greater access to and control over resources, greater mobility and more decision-making power; differences in education and training can also influence the capacity to respond to crisis situations. Women and children have specific vulnerabilities to crises, including physical safety, health, adequate access to educational and economic opportunities. Women have also specific capabilities related to their community and household management roles, which can be supported and built on in crisis prevention, emergency and post-emergency rehabilitation, in order to develop more appropriate and higher impact interventions.
9. Early warning systems and other related measures to prevent emergency situations developing should incorporate a clear and specific gender dimension. Planning and implementation of emergency response should be undertaken in consultation with both women and men of the affected population. Particular attention should be given to women's and men's roles and responsibilities in the allocation of resources, including in food production and distribution; women's role in networking and identifying vulnerable households; the specific constraints of female-headed households; the patterns of disempowerment of women and related factors, such as gender-based violence; the increased responsibilities often conferred upon women, which do not necessarily bring with them increased rights and opportunities.

10. Emergency interventions and rehabilitation operations based on gender specific analysis should assure:
- the full respect of the human rights of women as well as men, and in particular the protection of women from all forms of violence and the threat of violence in the refugee camps and other emergency locations;
 - appropriate response to women's specific health needs, including sexual and reproductive health and psychological well-being;
 - equal access by women to education, training and income-generating activities as well as resources and opportunities for development, with particular reference to the importance of these activities in the work of rehabilitation;
 - the promotion of women's participation in decision-making on conflict resolution, and of their contribution to the creation of an environment conducive to peace.
11. The Council requests the Commission and the Member States to take account of these Conclusions, as appropriate, in the follow-up to the May 96 Conclusions and December 1995 Resolution, including the review of the progress made due for the second half of 1997. In this context, the Council noted with interest the holding on 4 and 5 November 1996 of a seminar on gender and emergencies attended by the Commission, NGOs, UN agencies and gender experts.
12. The Council invites the Commission, in accordance with article 130x of the Treaty, to take any useful initiative to promote coordination between the Community and the Member States in this area.
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COUNCIL RESOLUTION OF 22 NOVEMBER 1996 ON AN INTEGRATED AND COORDINATED APPROACH IN THE FIGHT AGAINST ANTI-PERSONNEL LANDMINES (APL) IN THE EU'S RELIEF, REHABILITATION AND DEVELOPMENT PROGRAMMES

1. The Council recalls its conclusions on linking relief, rehabilitation and long term development adopted on 28 May 1996 which highlighted, inter-alia, the APL problem and emphasised the need to adopt an integrated and coordinated approach, in particular in countries where relief, rehabilitation and development programmes co-exist. The problem of APL imposes enormous impediments to emergency aid and to rehabilitation and resumption of development in countries trying to recover from armed conflicts of various types.
2. The Council also recalls the commitments of the Joint Action on anti-personnel land mines adopted on 1st October, in which the European Union resolved to combat and end the indiscriminate use and spread throughout the world of anti-personnel landmines as well as to contribute to solving the problems already caused by these weapons.
3. In addition to the physical consequences relating to the actual presence of mines, they have a serious effect on the social and economic fabric of the affected communities. Furthermore, there is an enormous imbalance between the cost of producing and laying mines and the cost of clearing them. The combination of these factors requires both social action and technological innovation, and necessitates treating mine actions as a mainstream developmental as well as a rehabilitation and emergency aid issue.
4. To achieve these aims through a more integrated approach, the Council recommends that attention should be concentrated on measures to:
 - assist in the establishment of well trained and equipped local mine clearance capacities in accordance with internationally agreed standards once established;
 - foster and accelerate APL awareness campaigns, especially in schools;
 - sponsor mine clearance operations, with priority for action in humanitarian emergency situations and actions which are essential for the implementation of vital rehabilitation, reconstruction and development programmes;
 - provide assistance towards victims of APL;
 - reinforce capacities for identifying, marking and, where feasible, closing off mine fields to internationally agreed standards once established, where possible;
 - support intensified research and development into more cost-effective and appropriate mine detection and clearing technology and encourage its use for mine clearance operations in the difficult circumstances which often prevail in the countries concerned. Wherever possible, the benefits of this research should be made widely available;

- encourage the development of a regional approach whenever this can yield economies of scale and make maximum use of skills, expertise and capacities available in the region.

5. Except for humanitarian situations, research projects in the APL field and activities undertaken either for the direct benefit of vulnerable communities or for obtaining access for relief operations, the Council considers that funds for mine clearance interventions should be allocated to beneficiary countries whose authorities:

- cease further use of APL,
- take steps to cease the trade, manufacture and stockpiling of APL,
- undertake to support the proposed mine clearance interventions.

and where there exists a minimal level of security and a commitment to the achievement of social and political stability.

The above conditions will apply, mutatis mutandis, to operations at a regional level, or if appropriate, to operations in parts of a country which are considered safe.

6. The Council considers that in order to place APL action in the mainstream humanitarian aid, rehabilitation, reconstruction and development agenda, the following guidelines should be applied when considering specific proposals for projects :

- The project should be properly prioritised, appraised in terms of cost effectiveness and integrated in the global development framework of the country or region in question.
- The project should be clearly integrated within a national APL programme coordinated either by the beneficiary government or by an existing international institution mandated for that purpose.
- The aim should be for the project to be taken over, in due course, by the beneficiary country itself, in order to enhance local capacity building and the sustainability of the project.
- In the specific area of mine clearance operations, the objective should be to provide quantified benefits in at least one of the following areas:
 - = reducing casualties;
 - = increasing economic activity;
 - = allowing the sustainable reintegration of refugees and the return of displaced people (through, for example, the opening of communications and availability of accommodation and agricultural land).

7. In order to achieve improved coordination, the Council recommends action along the following lines:
- at the global level, initiatives to further the creation of a broadly agreed international planning strategy and information systems taking account of all major international actors involved in this field, while recognizing the important role of the Department of Humanitarian Affairs of the United Nations Secretariat (UN-DHA) as the focal point in the United Nations for coordinating de-mining and related issues,
 - at the Community level, the creation of a specific framework for coordination of development aspects of the APL question, which should be based on the following elements:
 - = the development of a GIS (Geographical Information System) database which will provide a mechanism for collating and exchanging mine information and will enhance planning and coordination between the Commission, Member States, and the international community, including, in particular, the UN-DHA,
 - = in-country coordination between Commission Delegations, Member States Representations, host nation authorities and all relevant agencies, fully respecting the mandates of competent international organizations,
 - = appropriate networking and consultation between Member States and the Commission using the above management tools,
 - = testing of these operational coordination mechanisms on a pilot basis. In view of the great interest shown in tackling the APL problem at the EU-SADC Ministerial meeting held in Windhoek on 14 and 15 October 1996, the possibility of carrying out this testing initially in the SADC region should be further explored.
8. The Council requests the Commission to report to a Council meeting within two years on the progress made towards the introduction of this coordinated and integrated approach.
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