

## **UN 2030 Agenda for Sustainable Development - Public Consultation on revising the European Consensus on Development**

Fields marked with \* are mandatory.

### **(1) Introduction**

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The year 2015 was a strategic milestone for global governance, poverty eradication and sustainable development. It marked the target date of the UN Millennium Development Goals and a point to reflect on the progress made to date and the challenges ahead in addressing their unfinished business. 2015 also saw a series of landmark international summits and conferences over the course of the year (the [Sendai Framework for Disaster Risk Reduction 2015-2030](#), the [Addis Ababa Action Agenda](#), the [2030 Agenda for Sustainable Development](#) and the COP 21 [Paris Agreement](#) under the UN Framework Convention on Climate Change) which have collectively re-cast the way the international community, including the EU, will work to achieve sustainable development and poverty eradication for many years.

Importantly, and in contrast to the Millennium Development Goals, the 2030 Agenda, including its seventeen Sustainable Development Goals, is a universal Agenda which applies to all countries. It reflects many core European values and interests and provides an international framework for tackling global challenges such as climate change. The EU response to the 2030 Agenda is moving ahead in a range of ways:

- Firstly, as part of EU efforts to implement the 2030 Agenda, the [Commission Work Programme for 2016](#) announces an initiative on the next steps for a sustainable European future which will explain how the EU contributes to reaching the Sustainable Development Goals and map out the internal and external aspects of EU policies contributing to the implementation of the Sustainable Development Goals.
- Secondly, the High Representative will present the [EU Global Strategy on Foreign and Security Policy](#) that is expected to steer the different EU external policies contributing to the global vision of a more stable, prosperous and secure world. It should set out the strategic direction for the full range of EU external action, and as such will help guide EU implementation of the 2030 Agenda in external action.
- Thirdly, the EU will review its development cooperation policy. Existing leading policy documents (including the [2005 European Consensus on Development](#) and the [2011 Agenda for Change](#)) are currently framed around the Millennium Development Goals and need to adapt to incorporate the 2030 Agenda. Given its direct relevance to the EU's overall relations with developing countries, this review will be carried out in full consistency with the ongoing work on the future of the partnership between the EU and the members of the African, Caribbean and Pacific Group of States, under a post-[Cotonou](#) framework.

Views from this consultation will be used to inform the way forward on the initiatives above and in particular the revision of the European Consensus on Development and other external aspects of 2030 Agenda implementation. The consultation seeks your views on **how development policy, in the context of EU external action as foreseen by the Lisbon Treaty**, should respond to the range of landmark 2015 summits and conferences, and also to the rapid changes happening in the world.

Replies can include views which could apply only to the EU institutions and also to both the EU and its Member States – it would be helpful to clarify this in your response. This open public consultation will run for 12 weeks from 30 May 2016 to 21 August 2016. A brief summary and analysis of all consultation contributions will be published by November 2016 and all individual contributions will also be made available on the consultation website (unless respondents ask for their contributions not to be published).

## (2) Information on respondents

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- \* 2.1 Received contributions may be published on the Commission's website, with the identity of the contributor. Please state your preference with regard to the publication of your contribution.

Please note that regardless of the option chosen, your contribution may be subject to a request for access to documents under [Regulation 1049/2001](#) on public access to European Parliament, Council and Commission documents. In such cases, the request will be assessed against the conditions set out in the Regulation and in accordance with applicable [data protection rules](#).

- I do not agree that my contribution will be published at all
- My contribution may be published but should be kept anonymous; I declare that none of it is subject to copyright restrictions that prevent publication
- My contribution may be published under the name indicated; I declare that none of it is subject to copyright restrictions that prevent publication

- \* 2.2 Are you registered in the EU's Transparency Register?

Please note: Organisations, networks, platforms or self-employed individuals engaged in activities aimed at influencing the EU decision making process are expected to register in the transparency Register. During the analysis of replies to a consultation, contributions from respondents who choose not to register will be treated as individual contributions (unless the contributors are recognised as representative stakeholders through Treaty provisions, European Social Dialogue, Art. 154-155 TFEU).

- Yes
- No

- \* 2.2.1 If yes, what is your registration number?

90237823189-97

- \* 2.3 Name (entity or individual in their personal capacity)

CARE International

2.5 What type of stakeholder are you?

- Government institution / Public administration
- University / Academic organisation
- Civil society (including Non-Governmental Organisation, specialised policy organisation, think tank)
- International organisation
- Private sector or private company
- Citizen/private individual
- Other

2.6 Please specify

NGO

\* 2.7 What is your place of residence (if you are answering as a private individual) or where are the headquarters of your organisation situated (if you are answering on behalf of an organisation)?

- In one of the 28 EU Member States
- Other

2.8 Please specify

HQ: Geneva, Switzerland  
EU office: Brussels, Belgium

### (3) Context: why a change is needed

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The EU and its Member States are determined to implement the 2030 Agenda through internal and external actions as well as contribute to the successful implementation of the Paris Agreement on Climate Change, given the strong interlinkages. In this context, our policies, should take into account changing global conditions and trends, to ensure that they remain fit-for-purpose across the time-horizon to 2030.

The global landscape has changed significantly compared to the time of adoption of the Millennium Development Goals. While much has been achieved, with more than one billion people having been lifted out of extreme poverty since 1990, great challenges remain and new ones are emerging. At global level, more than 800 million people still live on less than USD 1.25 a day. The world is witnessing multiple conflicts and security tensions, complex humanitarian and global health crises, deteriorations of human rights, environmental degradation, resource scarcity, urbanisation and migration. Migration flows across the world will continue to have important impacts, and present both a risk and an opportunity. The EU needs to address global security challenges, including tackling the root causes of conflict and instability and countering violent extremism. Climate change can continue to amplify problems and can severely undermine progress. Important changes include demographic trends, a new distribution of wealth and power between and within countries, the continuing globalisation of economies and value chains, an evolving geography of poverty and a proliferation of actors working on development. Projections also suggest important challenges are ahead (for example, continuing unprecedented urbanisation, and other demographic challenges including ageing societies for some and the potential for a demographic dividend for others). Continued attention will be given to a democratic, stable and prosperous neighbourhood. A revision to EU development policy should take into account these trends (including anticipating those that will remain central in future) whilst retaining a core focus on eradicating poverty and finishing the job started by the Millennium Development Goals.

Finally, the EU Consensus needs also to adapt to the Lisbon Treaty, which provides for all external action policies to work within the frameworks and pursue the principles of objectives of Article 21 of the Treaty on European Union. In particular, coherence between the different parts of EU external action and between external and internal policies is crucial.

The EU will need to address these new global challenges, many of which require coordinated policy action at the national, regional and global levels. The 2030 Agenda provides a framework which can guide us in doing so.

**3.1 There is a range of key global trends (e.g. changing geography and depth of poverty; challenges related to climate change, political, economic, social, demographic, security, environmental or technological) which will influence the future of development and the implementation of the 2030 Agenda. Which of these do you think is the most important?**

The global challenges that the European Commission (EC) highlights are all interlinked. It is therefore difficult to separate them out and choose a 'key' one. The 2030 Agenda for Sustainable Development, the Paris Climate Change Agreement and the Sendai Framework for Disaster Risk Reduction together provide new impetus to develop more effective and durable approaches towards poverty eradication, and for fostering more prosperous and resilient communities. Central to these new global agendas is an understanding that poverty and instability are caused by unequal power relations. Inequality exists both between and within countries. With 73 percent of the world's poor people living in middle-income countries, for example, donors' traditional focus on low-income countries may not accurately reflect parallel shifts in challenges related to community health, economic inclusion, resilience, food and nutrition security. Meanwhile, in all countries, women continue to represent a vast population whose contributions to development, peace and good governance is well documented, but whose agency continues to be denied. A new approach for reaching the world's poorest and most vulnerable, centred on efforts to address and reverse power imbalances, is needed. By refocusing its efforts on fostering a more equitable distribution of resources and opportunities - between women and men, between power-holders and marginalised communities, and between countries - the EU can today lead new efforts to promote more inclusive social structures and institutions, more durable development outcomes, and a more stable and prosperous world. Our one overarching message is the following: Reaching the world's poorest and most vulnerable in a world shaped by persistent inequalities, climate change, protracted crises, and a new universalist vision of global development, requires new approaches to international assistance aimed at transforming the social structures that perpetuate inequalities, investing in community resilience, and empowering the most marginalized people to be agents of change.

**3.2 How should EU policies, and development policy in particular, better harness the opportunities and minimise the negative aspects of the trend you identified in the previous question?**

- There is a need to focus on inclusive and sustainable growth and reducing inequalities, rather than on economic growth alone. Economic progress is needed in a very large number of countries. However, most economies today are built on a premise that equates the growth of a country's GDP with progress, even though GDP is only the monetary value of all officially recognised goods and services that a country produces. It does not take into consideration, for example, the creation of pollution, of inequality, or other social and health costs of producing those goods and services. So GDP does not reflect

the well-being of people. One key way to minimize the negative aspects of growth would therefore be to move towards a more comprehensive notion of economic progress and find alternative measures of such progress. Any new model must be based on the well-being of people and planet and will therefore necessarily be a composite indicator. The EC must therefore follow up on the work done on alternative measures of progress and must work with other regions to propose new measures and to ensure that, globally, the economy is reoriented towards people and planet.

- The EU needs to increase its support to gender equality worldwide, implementing the EU Gender Action Plan and taking into account the following recommendations on health care and women's economic empowerment:

\*Significant progress has been made towards the achievement of the MDGs over the past 15 years. That progress has, however, been uneven, and MDGs three and four, aimed at reducing maternal and child mortality, remain furthest off target. Maternal and child mortality is mostly preventable, and concentrated in socio-economically disadvantaged populations. Unsafe sex for women, for example, depends not only on access to and availability of contraceptives, but also on women's ability to negotiate safe sex. Similarly, access to optimal nutrition often hinges on a redistribution of resources within the household and women's power to make spending decisions. Women are disproportionately affected by systematic social or legal denial of rights through child marriage, interpersonal violence, barriers to education and deprivation of land rights, to only name some examples. Only a rights-based approach to health will allow us to reach our objectives. Building on over 50 years of experience, CARE is convinced that a universal 'right to health' cannot be achieved through direct services alone - large-scale and sustainable change requires that we address underlying and systemic factors, including gender inequality, policy barriers, and power imbalances that have an impact on health. Therefore the EU should invest in long-term, iterative, participatory and holistic programmes aimed at changing social norms, attitudes and behaviours.

\* We expect the Consensus to confirm that Women's Economic Empowerment (WEE) is an end in itself and a precondition for achieving sustainable development and inclusive growth. An enabling environment needs to be created, notably by removing social and legal barriers to women's control over productive assets- including land and other natural and economic resources-, by promoting financial inclusion, adequate and accessible social protection systems for women of all ages, and decent work standards including equal pay for equal work. But WEE is about more than economic advancement. We need to look beyond the conventional 'economic sphere', to look at the voice, agency and control that women have to make their own decisions about work, about the household and in the community. Women need to have the power to make and act on economic decisions on a level playing field with men, as well as the systems and structures in place to ensure they can succeed. This can only be done by also involving men and boys into efforts to promote gender equality and women's empowerment.

- In line with the agreements in Paris and Sendai, the EU must make an ambitious commitment to climate change, increasing work on mitigation and increasing support to climate change adaptation and community resilience.
- There is a risk that the SDGs, like the MDGs, will remain too distant from the poorest and most vulnerable people who will have the greatest stake in

their success, yet have the weakest capacity to monitor progress and hold governments and other duty-bearers accountable for delivering on their SDG commitments and protecting rights. In line with the 'leave no one behind' agenda, the voices of marginalised communities must be included in monitoring the SDGs and the EU should invest in concrete mechanisms to enable this empowerment.

- In line with the Lisbon Treaty, poverty eradication should remain at the core of EU development cooperation strategies with partner countries, and not migration control as recently proposed in the Migration Partnership Communication.

#### (4) Priorities for our future action: what we need to do

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Implementation of the 2030 Agenda will require sustained EU efforts to promote a more just world, including a strong focus on the need to address gender equality and women's empowerment. Peace, inclusiveness, equality and good governance including democracy, accountability, rule of law, human rights and non-discrimination will need particular emphasis. The 2030 Agenda also requires recognition of the close interconnectedness between poverty, social issues, economic transformation, climate change and environmental issues.

To achieve poverty eradication, EU development policy will need to take into account key demographic and environmental trends, including challenges related to climate change, and concentrate effort on least developed countries and fragile states. The EU will also need to strengthen our approach to fragility and conflict, fostering resilience and security (as an increasing proportion of the world's poor are expected to live in fragile and conflict affected states) and to protect global public goods and to maintain our resource base as the prerequisite for sustainable growth. Peace and security, including security sector reform, will have to be addressed also through our development policy, as will the risks and opportunities related to migration flows. Tackling social and economic inequalities (both within and between countries) is a crucial element of the 2030 Agenda as is addressing environmental degradation and climate change. Job creation will be an important challenge in which the private sector has to play an active role. Finishing the job of the Millennium Development Goals requires identifying and reaching those people throughout the world who are still not benefitting from progress to ensure that no one is left behind.

To achieve lasting results, EU development policy will need to foster transformation and promote inclusive and sustainable growth. Drivers of inclusive sustainable growth, such as human development, renewable energy, sustainable agriculture and fisheries, and healthy and resilient oceans should be an important part of our efforts to implement the new Agenda as will efforts aimed at tackling hunger and under-nutrition. Implementation of the 2030 Agenda will require a multi-dimensional, integrated approach to human development. Implementation will also require us to address vectors of change, such as sustainable urban development and relevant use of information and communication technology. Our development policy will have to engage and identify new ways of partnering with the business in order to achieve sustainable and inclusive growth, industrialisation and innovation. Implementation of the 2030 Agenda will also require cooperation with partner countries and regions on science, technology and innovation. In all aspects of our external action, the EU will need to ensure that our approaches, including development cooperation, are conducive to achieving the 2030 Agenda's Sustainable Development Goals and that the EU intensifies efforts to promote pursue coherence between our policies and our internal and external action.

#### 4.1 How can the EU better address the links between achieving the Sustainable Development Goals, the Paris Agreement on climate change and addressing other global sustainable development challenges?

- The SDGs clearly acknowledge that we cannot deliver sustainable development without tackling climate change, and we cannot tackle climate change without tackling the root causes of poverty, so this should be made clearer in the next Consensus. It will be critical to measure and ensure that progress in one area does not undermine progress elsewhere. This means that how a target

is reached is as important as whether it is reached. It also means that financial support in one area is not provided at the expense of any other.

- The gender dimension of climate change and resilience building needs to be acknowledged in the Consensus, as it is starkly missing in the EU Sendai Action Plan. In societies where people are discriminated against based on gender, ethnicity, class, or caste, being a man or woman is often a decisive factor in determining the levels of risk they face from climatic shocks, extreme and uncertain weather, and changes in the environment and economy, as well as the resources and options they have to cope with those shocks. This means that the chances of achieving a better life, for many women and girls living in poverty, are threatened by a double injustice: climate change and gender inequality.

- The European Consensus should reconfirm the key elements of the COP21 Paris agreement, including the need to urgently bridge the gap between the 1.5° scenario and the reality we are currently heading towards, and where the EU has a large role to play. Keeping global warming below 1.5°C is critical to the achievement of the 17 SDGs, as climate change first and foremost harm those people living in poverty. To achieve 1.5° limit and the SDGs, the EU has to increase efforts to reduce its emissions and to promote a low carbon development and genuinely renewable energy for all, going beyond the (already met) 2020 target and scaling up the 2030 objectives, thereby remaining a leader in climate action.

- The EU should also massively scale-up climate action and financial support to poor countries. In line with the EU Sendai Action Plan and the Paris agreement, it is crucial for EU development cooperation to increase the adaptive capacity of vulnerable people and communities, and promote climate resilience for the poor. As adaptation, just like mitigation, is included in all INDCs (Intended Nationally Determined Contributions) of developing countries, EU support to this component will be critical.

- Resilience means strengthening poor people and communities' capacity to anticipate, absorb and adapt to shocks and stresses, manage growing risks, and transform their lives in response to new hazards and opportunities. It is also about addressing the underlying causes of vulnerability. This implies working towards a better integration of humanitarian, disaster risk reduction, social protection, climate change adaptation, natural resource management, conflict mitigation and other development actions. It requires the constant analysis of risks, and the ability to learn and change, promoting choice and leadership. CARE therefore does not believe in standalone resilience programming. Increasing resilience is a way of working and approaching hazards and risk, you do not suddenly move into a 'resilience phase', it should be a permanent feature of programmatic thinking, and EU humanitarian and development programming still have a long way to go in that regard.

- We strongly applaud that the EU Sendai Action Plan commits to support the development of inclusive local and national Disaster Risk Reduction (DRR) strategies, with active engagement of civil society, also because it is crucial to combine local, indigenous forms of knowledge with scientific risk data to strengthen resilience. We would like to stress that it is essential that these plans are developed before a disaster strikes, rather than waiting for the humanitarian sector to take the lead, and that these plans take into account long term trends, in particular climate change.

- Building resilience also demands inclusive governance that addresses marginalisation and inequality drivers of vulnerability. Vulnerable populations must be empowered to manage risk and to access decision making processes that impact their futures. This will ultimately lead to investments, services and policies that correspond with their needs and build community resilience.
- Lastly, working on resilience also requires flexibility from donors, not just practitioners and governments. In disaster prone countries such as Ethiopia, long-term development programmes must have a kind of ‘crisis modifier’, that allows practitioners to adjust development projects quickly to address crises, while at the same time helping to protect development gains.

#### 4.2 How should the EU strengthen the balanced integration of the economic, social and environmental dimensions of sustainable development in its internal and external policies, and in particular in its development policy?

- In order to strengthen the balance of all the dimensions of sustainable development, there has to be the real political will to do so across the whole EU - both EU institutions and EU Member States - and at all levels. Political will is necessary to put in place or strengthen the right mechanisms and processes, such as impact assessments, and raise awareness of both the new line and the means to achieve it.
- The political will to incorporate all dimensions of sustainable development in all policies going forward, together with the principles that would guide this, should be set out in an overarching EU implementation strategy for the 2030 Agenda. The Commission must be clear that the strategy covers both internal and external policies and the role of the Member States as well as that of the EU institutions.
- Impact assessments will need to be reviewed and criteria for all dimensions - and the interlinkages between them - must be included in such assessments. A particular focus on respect for human rights, gender equality and planetary boundaries will be critical. In addition to putting in place the mechanisms for ex-ante and ex-post assessments, the EU must commit to mitigate any potentially negative impact it may have and to provide redress for those impacts that are proven to have been detrimental to groups of people or other countries.

### 4.3 What are the main changes you would like to see in the EU's development policy framework?

What we like in the 2006 Consensus and what should be kept:

- Focus on poverty eradication, sustainable development and human rights
- Strong focus on aid effectiveness principles (ownership, alignment)
- Commitment to policy coherence for development
- Support to poor people in both middle-income and low-income countries, based on objective criteria for resource allocation (needs-based rather than politicised/migration control/security- focused)
- Commitment to spend 0.7% of GNI on ODA
- Coordination and complementarity among EU-Member States (MS) via joint programming

New elements we would like to see in the new Consensus:

- Alignment with the 2030 Agenda by adopting its key principles: human rights, planetary boundaries and leaving no one behind.
- A focus on sustainable and inclusive growth, reducing inequalities, rather than on economic growth itself
- More attention to gender equality, linking to the commitments made in the EU Gender Action Plan for External Action, the EU comprehensive approach on Women Peace and Security and SDG 5, and committing to gender budgeting
- Reference to the Paris agreement and hence making an ambitious commitment to climate change, increasing work on mitigation and funding for adaptation
- Increased attention for the role of EU development cooperation to address resilience, Disaster Risk Reduction (DRR, reference to Sendai), and fragility
- A comprehensive and holistic approach to food and nutrition security and health care
- Recognition of the importance of a multi-stakeholder approach, especially involvement of civil society, including engagement with citizens at the subnational level to define development priorities, monitor progress and hold governments and other duty -bearers accountable (e.g. using social accountability and participatory monitoring approaches)
- Healthy level of attention to the role of the private sector in support of development cooperation (absent in 2005 Consensus, over-prominent in debate now)
- Healthy level of attention to mobility/migration/forced displacement: a migration-sensitive development cooperation is great, using development cooperation for migration management/migration control is counterproductive.

### 4.4 In which areas highlighted above would you expect to see greater consistency between development policy and other areas of the EU external action in the implementation of the 2030 Agenda?

- The overarching ambition of the EU's external action should be to address the root causes of today's global challenges, rather than focusing solely on short-term, case-by-case reactions and crisis management of symptoms. Within

that external action framework of the EU, EU development cooperation should continue to serve the purpose of addressing the root causes of poverty, in line with article 208 of the Lisbon Treaty, and not be diverted for quick wins and results, for which the EU should use other instruments.

- Local peace building: At present, the EU is not pulling its weight in support of conflict prevention and peace building, including local peacebuilding, and there is a large role for EU development cooperation alongside EU diplomacy in that regard. Community peace without national reconciliation is unsustainable, and vice versa. A peace deal is by no means the end of a conflict but marks a milestone in removing some of the obstacles to peace. Peace can only progress with attention to both community and national conflict dynamics. In addition, community reconciliation and economic development should be treated as two sides of the same coin, and given equal weight in strategy decisions from national authorities and donors. For example, trading links and small business activity can act as a force for peace between communities, and within communities, peace structures can help strengthen economic activity and vice versa. In CARE's experience, having access to income generating opportunities and increasing skills for greater economic independence, combined with reconciliation efforts in representative peace committees and a strengthening of relations within and between communities and with authorities, increases the ability of communities to withstand the effects of conflict. Indeed, economic resilience, social cohesion and peaceful conflict resolution are mutually reinforceable and together address the root causes of conflict and instability.

Therefore all humanitarian and development actors should play their part by ensuring their work is conflict-sensitive and gender-sensitive, supporting peace and doing no harm. An important step for the EU to pull its weight more in terms of support to local peacebuilding and conflict prevention will be to strengthen the use of political-economy analysis and to empower EU delegations with more resources and human capacity.

Lastly, being mindful of the links between development, conflict and peacebuilding also implies that if the EU funds intergovernmental partners for peace operations with ODA, they are to hold them accountable and ensure there is redress for non-compliance with basic rights frameworks and if there is a negative effect on development.

- The EU should ensure that the Council Conclusions on the Gender Action Plan 2016-2020 are applied in all aspects and components of its external action, including development. The Guidance note on the EU Gender Action Plan for DEVCO HQ and EUD operational staff and ECHO's Gender-Age Marker are good practices and tools that can be used and adapted to other areas of the EU external action. Moreover, in the field of Women, Peace and Security, the EU Comprehensive approach to Women, Peace and Security (UNSCR 1325 and 1820) sets out a clear path for EU implementation, yet a lot remains to be done, and this is also relevant for EU development cooperation. "The greatest, most underutilised tool for successfully building peace is the meaningful inclusion of women," confirmed the director of UN Women at the 15th anniversary of UNSCR 1325. The EU should advocate for inclusion of civil society, including women's organisations, in national and international peace and security processes, while at the same time increasing attention for local peacebuilding.

- Humanitarian Aid: The current El Niño phenomenon is a stark reminder to governments, UN agencies, NGOs and other stakeholders of the need for a better linkage between humanitarian aid and development. As described above, having a resilience approach as a permanent feature of programmatic thinking will bring us a long way. A stronger link between development and humanitarian aid is crucial and feasible, but it's important to keep in mind that there is a spectrum of approaches to achieve this depending on the context, rather than one single model. And when the context changes, changes in this joint humanitarian-development approach will be needed at every step of the assessment, planning, programming and financing cycle.
- See also our answers to previous questions about the need for links between development cooperation and humanitarian aid, social protection, climate change, disaster risk reduction, natural resource management, and conflict mitigation.

#### 4.5 In which areas does the EU have greatest value-added as a development partner (e.g. which aspects of its development policy, dialogue or implementation arrangements or in which category of countries)?

- The Human Rights-Based Approach - the EU is a key player at both UN and country levels in promoting human rights, democracy and good governance.
- Effective development cooperation: The EU has spearheaded the implementation of the effectiveness principles in development cooperation. As a major aid and development cooperation bloc, the EU's record can influence global trends in this area.
- Its global presence, with EU delegations in positions to assume a 'neutral' broker role in bilateral dialogue with partner countries, including fragile /conflict countries, can allow the EU to take on roles which individual Member States often cannot due to the government's stance or historical ties.
- The range of cooperation instruments and modalities at its disposal to adapt to the context and capacities of partner countries, in particular a combination of geographic and thematic cooperation instruments that allows a flexible cooperation with a broad range of actors at different scales.
- Its support to the multiple roles of civil society in line with the objectives of the EC Communication of 2012 and its work on roadmaps for engagement with civil society.
- Its strong commitment in the EU Gender Action Plan to a cultural institutional shift and the three-pronged approach of gender mainstreaming, targeted programming and including gender issues into bilateral dialogue to increase gender equality in partner countries.

#### 4.6 How can the EU refine its development policy to better address inequalities – including gender inequality – in the context of the implementation of the 2030 Agenda?

- The policy must include gender equality and women's and girls' human rights as a core value and principle in all areas of development. This is critical

not only to attain the objective of eradication of poverty in the context of sustainable development (art. 208 Lisbon Treaty), but also to be in line with the specific attention to inequalities and the 'leave no one behind' principle of the 2030 Agenda. Therefore gender equality and women's and girls' rights must be integrated throughout the policy, with specific commitments in all development areas, and not just in a few chapters as is the case in the current Consensus. This can be done by making an explicit link to the EU Gender Action Plan.

- Ensure gender budgeting for annual and multi-annual budget cycles: National development plans and strategies identify development priorities and articulate how these will be implemented, financed and monitored. Often, gender equality commitments are not adequately considered or included during the design, implementation and financing stages of planning (Source: UN Women). Gender budgeting is critical, regardless of the aid modality and funding instruments and mechanisms the EU uses (grants and contracts, budget support and sector support). For all modalities, the EU should ensure and monitor that implementing partners are capable of contributing to the attainment of gender equality.

Looking at health care and inequality:

- Only a rights-based approach to health will allow us to reach our objectives. Large-scale and sustainable change requires that we address underlying and systemic factors, including gender inequality, policy barriers, and power imbalances that have an impact on health. Therefore the EU should invest in long-term, iterative, participatory and holistic programmes aimed at changing social norms, attitudes and behaviours.
- The achievement of positive health outcomes for women and children relies on their safe, affordable and confidential access to the full range of reproductive health services. There is a large need to scale-up universal access to voluntary contraception and family planning services. Family planning could prevent up to 30% of all maternal deaths by enabling women to delay their first pregnancy and space later pregnancies at the safest intervals.
- The EU needs to invest in Sexual Reproductive Health preparedness for and during emergencies as conflict-affected countries need it most yet currently receive 57% less funding. Gaps are particularly persistent for family planning, emergency contraception and safe abortion.
- Ensuring health workers are appropriately compensated, skilled, motivated and retained is critical to building strong health systems, and ensuring equitable access to quality care. Specifically, the EU needs to invest in and empower frontline healthcare workers.

Looking at food security and inequality:

- Hunger and poverty are the result of social and economic injustice and inequality at all levels. We cannot eradicate hunger and malnutrition by focusing only on increasing levels of food production. Food security – and the right to food – encompasses not only the amount of food available but also access to food (social and economic access), the right kinds of food for good nutrition, and the stability of food supplies and access.
- Gender inequality is a strong determinant of women's nutritional status, influencing the roles of and respective labour distribution among men and

women as well as the opportunities and resources available to them. To achieve the Zero hunger goal, EU policy must explicitly target gender inequality and prioritise investment in women farmers.

- Small-scale food producers are crucial for food and nutrition security across the world, yet they often lack access to secure land tenure or to healthy natural resources, financial and extension services, information about weather, post-harvest storage, and markets. As a result, they are highly vulnerable to localised and extensive disasters and economic shocks. Investing in small-scale food producers and strengthening their resilience are key.

- Despite growing awareness of the crucial role of small-scale food producers, climate change and environmental degradation, the global dialogue on food and nutrition security continues to emphasize increases in food production and commercialization of agriculture. Too little investment is made in what CARE calls a SuPER approach to agriculture and food systems and which we call upon the EU to take up: Sustainable, Productive and Profitable, Equitable and Resilient. The SuPER approach goes beyond how and how much food is produced to incorporate social justice, gender equality, environmental sustainability, nutrition, and governance: critical elements for just and sustainable food systems.

#### 4.7 How can the EU development policy make a stronger contribution to the security of people? How can EU development policy contribute to addressing the root causes of conflict and fragility and contribute to security and resilience in all the countries where we work?

- Human security, as defined in the UN GA resolution 66/290 adopted in September 2012, provides a good basis for a development-centred approach to security challenges. Human security promotes a people-centred approach to advancing peace, security and development within and across nations is grounded in human rights, and is prevention-oriented. To quote the Berlin report written by LSE: "Security is not the same as defence. For too long, nation-states have relied on military forces as the main tool of security harking back to an era when territory changed hands through military force. In the twenty-first century, the use of military force in places like Syria tends to exacerbate the everyday insecurity of individuals and their communities. Second generation human security is civilian-led." So while we agree that development policy has an impact on peace, security (including security sector reform) and migration, any approach needs to be with human security and human rights at the centre.

- There should be no further erosion of the civilian character of development cooperation and ODA through the inclusion of military or quasi-military expenditures or the channelling of aid through military actors. Importantly there is an urgent need for the EU to invest more (political and financial) resources in local peacebuilding (see our answer to question 4.4), but also in conflict prevention and react quickly to early warning systems for both conflicts and natural disasters. Currently the EU often reacts too late.

- With regards how to improve community resilience, please look at our answer to question 4.1

#### 4.8 How can a revised Consensus on Development better harness the opportunities presented by migration, minimise the negative aspects of irregular migration on the implementation of the 2030 Agenda and better address the root causes of irregular migration and forced displacement?

- Well-managed migration and human mobility are recognized in the 2030 Agenda as potential development enablers. Real political commitment is needed to ensure policies provide for a range of safe, transparent and legal channels for migration, both temporary and permanent, with full respect for human rights.

- Looking specifically at the role of EU development cooperation, we welcome a migration-sensitive approach to development cooperation, such as the one put forward in the 'Lives in Dignity' Communication. This Communication promotes a much-awaited long term investment of political and financial resources by the EU in protracted refugee situations, rather than maintaining a 'short term' humanitarian approach and funding cycles in response to situations of forced displacement which on average last 17 years nowadays. In addition, it makes important commitments such as the point that support from EU programmes will be based on vulnerability and not legal status. This is the approach we would recommend for the European Consensus.

- At the same time, we caution against the use of development cooperation as a tool for migration control, as promoted by the 'Migration Partnership' Communication. The proposed Partnership Framework would represent a wholesale re-orientation of Europe's development programming towards stopping migration. This is an unacceptable contradiction to the commitment to use development cooperation with the aim to eradicate poverty, as enshrined in the Lisbon Treaty. Aid is for the benefit of people in need, and should not be used as leverage for migration control. EU funding should be transparent and adhere to clearly established principles, such as the Busan principles on effectiveness and the Paris principles of ownership by and alignment to partner countries' strategies.

In addition, striking 'migration management' agreements with countries where grave human rights violations are committed will be counter-productive in the longer term - undermining human rights around the globe and perpetuating the cycle of abuse and repression that causes people to flee. Lastly, the rationale for using development cooperation for that purpose is based on a wrong premise: that more development will stop people from moving. It will not. The poorest do not leave. It will give people a greater choice, as it should do, and this includes the choice to leave.

#### (5) Means of implementation: how do we get there?

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The principle of universality underpinning the 2030 Agenda will require a differentiated approach to engagement with countries at all levels of development. Official Development Assistance will continue to play an important role in the overall financing mix for those countries most in need (particularly the Least Developed Countries). The EU and its Member States should continue to progress towards achieving their commitments. However, in all countries our development cooperation will need to take account of other sources of finance, including by leveraging other (non-Official Development Assistance) sources of finance for poverty eradication and sustainable development. The delivery of the 2030 Agenda means that our work helping countries raise their own resources (domestic resource mobilisation), the provision of aid for trade, blending\* and partnering with the private sector should be priority areas of focus. The Addis Ababa Action Agenda, an integral part of the 2030 Agenda, provides a framework for our efforts, including for our work supporting the right enabling policy environment for sustainable development in our partner countries. The implementation of the 2030 Agenda and the Paris Agreement on climate change under the United Nations Framework Convention on Climate Change should be closely coordinated given the strong interlinkages. Engagement with middle income countries, notably the emerging economies, will be important to the implementation of the 2030 Agenda, considering the role they can play in promoting global public goods, what they can achieve within their respective countries on poverty eradication and sustainable development, and the example they can set within their regions as well as their role in regional processes. Here differentiated partnerships can play an important role (examples include different forms of political, economic, and financial investment as well as cooperation in science, technology and innovation). Specific attention and focus should also be given to Least Developed Countries, as acknowledged by the Addis Ababa Action Agenda.

The EU's implementation of the 2030 Agenda provides an opportunity for enhancing consistency between the different areas of the EU's external action and between these and other EU policies (as outlined in the Lisbon Treaty and in [EU's Comprehensive Approach to external conflict and crises](#)). The EU will continue to pursue [Policy Coherence for Development](#) as a key contribution to the collective effort towards broader policy coherence for sustainable development. In our external action, the EU needs to consider how we can use all policies, tools, instruments at our disposal coherently in line with the integrated nature of the 2030 Agenda.

\* Combining EU grants with loans or with equity from other public and private financiers with a view to leveraging additional resources.

## 5.1 How can EU policies, and EU development policy in particular, help to mobilise and maximise the impact of the increasing variety of sustainable development finance, including in particular from the private sector?

• Maximising the impact of sustainable development finance from the private sector will require a strong commitment to the principles set out in the 2014 EC Communication “A Stronger Role of the Private Sector in Achieving Inclusive and Sustainable Growth in Developing Countries”, which CARE supports but which we would extend by adding the following two essential criteria:

\* Tracking “Measurable NET development impact” – as we need to take into account that the creation of formal jobs might destroy a large number of informal jobs

\* Adding a criterion to ensure accountability to local communities.

• To ensure development effectiveness of engagement with the private sector, we believe that the EU must move beyond a voluntarist approach to corporate accountability and responsible behaviour, and ensure that partner countries are supported in developing legal frameworks to ensure responsible and accountable business behaviour, and that as a matter of policy coherence the EU supports efforts to hold multinational companies to account in their home country for harms inflicted in host countries.

• Further, we would expect the EU to ensure that the private sector has no privileged access to economic policy making, either in EU institutions or in partner countries, as any such privileged access is likely to undermine development effectiveness.

• Looking at the specific issue of women’s economic empowerment, the private sector will play a key role in women’s economic empowerment and must ensure that it understands and improves the position of women within its direct business operations and across the rest of the value chain. This includes a commitment to, and delivery on, the UN Women’s Empowerment Principles, strong due diligence on the rights of women within value chains in line with the UN Guiding Principles on Business and Human Rights, and tracking and publication of gender-disaggregated data. All EU development engagement with the private sector should enforce these minimum standards. The EU should also encourage partner countries and the private sector to deliver on the ILO Decent Work commitments including universal living wages and flexible working practices that value women’s domestic responsibilities.

5.2 Given the evolving availability of other sources of finance and bearing in mind the EU's commitments on Official Development Assistance (e.g. [Council Conclusions from 26 May 2015 on "A New Global Partnership for Poverty Eradication and Sustainable Development after 2015"](#), and inter alia, paragraphs 32 and 33), how and where should the EU use its Official Development Assistance strategically and to maximise its impact?

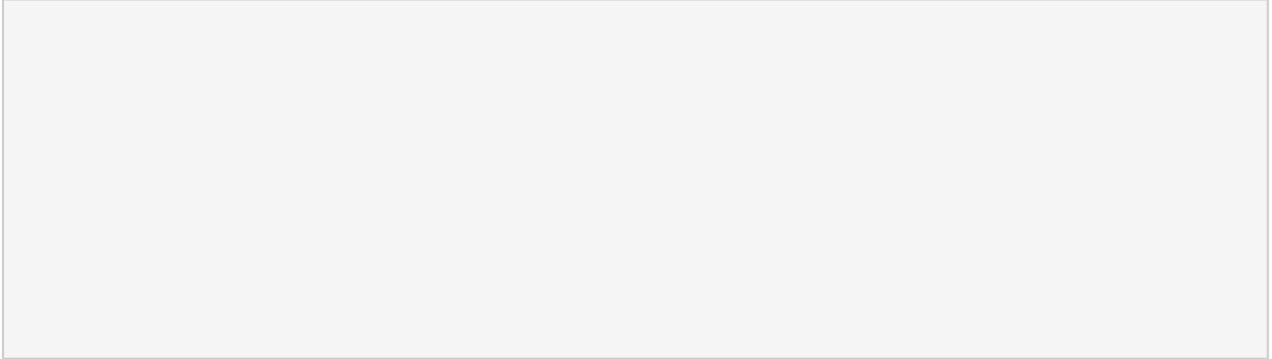
-ODA should be focused on addressing poverty and inequality within planetary boundaries through programmes based on democratic ownership and accountability. The EU should recognize and value that ODA is the only type of development flow with such particular focus; it should refrain from using such resources to cover in-donor costs, such as refugee costs, control migration flows, increase border security or defense worldwide or other non-genuine uses of ODA.

-Despite the EU and other states' commitments to spend 0.7% of their GNI on ODA, in practice very few states live up to that promise. There should be binding timetables for ODA that meets the 0.7% threshold, as well as for additional financing to address climate change.

5.3 How can the EU better support partner countries in mobilising their own resources for poverty eradication and sustainable development?

5.4 Given the importance of middle income countries to the implementation of the 2030 Agenda, what form could differentiated partnerships take?

5.5 Given experience so far in taking into account the objectives of development cooperation in the implementation of EU policies which are likely to affect developing countries (e.g. [Policy Coherence for Development: 2015 EU Report](#)), how should the EU step up its efforts to achieve Policy Coherence for Development, as a key contribution to the collective effort towards policy coherence for sustainable development? How can we help ensure that policies in developing countries, and internationally contribute coherently to sustainable development priorities?



## (6) The actors: making it work together

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An important feature of the new Agenda is that all governments, developed and developing, will need to work with a wide range of stakeholders (including the private sector, civil society and research institutions) to improve the transparency and inclusivity of decision-making, planning, service delivery, and monitoring and to ensure synergy and complementarity.

The EU must continue to work collaboratively with others and contribute to a coordinated approach. The Addis Ababa Action Agenda puts national plans for implementation (including associated financing and policy frameworks) at the centre. To maximise our impact, EU development policy should be based on a strategic and comprehensive strategy for each country, which also responds to the country-specific context.

Our partner countries' implementation of the 2030 Agenda will inform our overall engagement and our development cooperation dialogue with them and will help shape our support for their national efforts. The EU should also help partner countries put in place the necessary enabling policy frameworks to eradicate poverty, tackle sustainable development challenges and enhance their policy coherence.

There is a need for a renewed emphasis on the quality of development cooperation, including existing commitments on aid and development effectiveness made in Paris, Accra and Busan\* and through work with the [Global Partnership for Effective Development Cooperation](#).

An updated EU development policy should also provide a shared vision that guides the action of the EU and Member States in development cooperation, putting forward proposals on how to further enhance coordination, complementarity and coherence between EU and Member States. Strengthening [Joint Programming](#) will be an important part of this. Improving the division of labour between the EU and its Member States in order to reduce aid fragmentation will also contribute to increased development effectiveness.

\* See [Paris Declaration on Aid Effectiveness and the Accra Agenda for Action](#) and the [Busan Partnership for Effective Development Cooperation](#)

## 6.1 How should the EU strengthen its partnerships with civil society, foundations, the business community, parliaments and local authorities and academia to support the implementation of the 2030 Agenda (including the integral Addis Ababa Action Agenda) and the Paris Agreement on climate change?

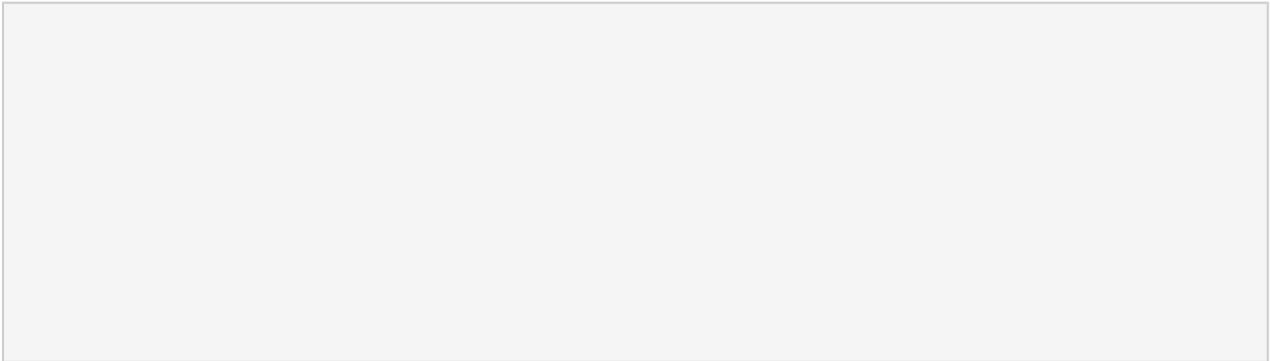
• States have the primary responsibility for implementing the 2030 Agenda and being held accountable for it. At the same time partnerships with key stakeholders will be critical to delivering the 2030 agenda successfully. However, there is a risk that the SDGs, like the MDGs, will remain too distant from the poorest and most vulnerable people who will have the greatest stake in their success, yet have the weakest capacity to monitor progress and hold governments and other duty-bearers accountable for delivering on their SDG commitments and protecting rights. In line with the 'leave no one behind' agenda, the voices of marginalised communities must be included in monitoring the SDGs and the EU should invest in citizen-driven, participatory monitoring and accountability mechanisms at the sub-national, national and regional level. Indeed, consultation with civil society is the crucial factor to success in all programming sectors, whether it is health care and SRHR services, Climate Change Adaptation, Disaster Risk Reduction or Food and Nutrition Security. (see our answer to question 6.4 on how to do this)

• The EU should commit to support increased opportunities for local women's organisations to meaningfully participate in development programming. Too often women's participation is treated as an afterthought or an assumed outcome of community engagement efforts. Social accountability processes can be used to bring women's voices into the design, monitoring and accountability of preparedness, resilience and development programming, in dialogue between government authorities and local communities. For the EU, it is essential that women and women's organisations are included in consultations on programming, for example via targeted outreach by EU delegations in the context of the CSO roadmaps.

## 6.2 How can the EU promote private sector investment for sustainable development?

The EU can promote private sector investment for sustainable development by highlighting to business the key opportunities in inclusive business. For instance, recent research by Accenture and CARE International has highlighted the \$380 billion per annum revenue opportunity for formal financial service providers who provide inclusive services and reach low income customers who are currently unbanked (see: <http://insights.careinternational.org.uk/publications/within-reach-how-banks-in-emerging-economies-can-grow-profitably-by-being-more-inclusive>).

### 6.3 How can the EU strengthen relations on sustainable development with other countries, international financing institutions, multilateral development banks, emerging donors and the UN system?



### 6.4 How can the EU best support partner countries to develop comprehensive and inclusive national plans for the implementation of the 2030 Agenda?

- The EU should encourage partner countries to “glocalise” the SDGs, or in other words to translate them into contextually relevant national and subnational goals rooted in national development strategies, programmes and budgets. This process should happen in consultation with national and local civil society. This implies giving civil society a role in the implementation and, very critically, in the monitoring of the SDGs. This adds value in 3 ways:

- 1) It adds critically important contextual information on the access and quality of service-delivery, especially by marginalised citizens, improves understanding of the link between inputs and outcomes and can lead to timely action to improve service delivery;

- 2) It gives local communities a greater sense of ownership;

- 3) It develops an indigenous accountability mechanism in the form of ‘shadow reporting’ to triangulate (validate or contest) the official data.

Creating this kind of system will deliver crucial data for the national government and international community, and it will change the incentives of national governments to respond to domestic as well as international priorities when setting development agendas.

To achieve this vision of inclusive governance, the EU should invest in citizen-driven, participatory monitoring and accountability mechanisms at the sub-national, national and regional level. Indeed, consultation with civil society is the crucial factor to success in all programming sectors, including health care and SRHR services, Climate Change Adaptation, Disaster Risk Reduction or Food and Nutrition Security.

- One tested, researched and widely used tool is the Community Score Card (CSC), which is a tool to assess and improve the quality of services (eg in a school or a clinic). It is a very straight forward tool: it gets service users to score the quality of services that they received against a set of indicators. It gets service providers to do the same. And then it brings them together to discuss and come up with an action plan to address the identified issues. As such these mechanisms enable citizens to hold service providers

and government accountable for meeting community-defined standards of quality and respectful care, and they are especially effective in identifying quality gaps and 'everyday' rights violations.

- Information from community-level processes like the Community Score Card can be synthesized and analysed to identify system-wide patterns of discrimination and pervasive, systemic barriers to access, quality and equity of services, such as stock-outs of essential commodities or budget shortfalls. This synthesized data can be used in national level advocacy efforts to create policy solutions, and it can be fed into SDG reviews.
- However, in moving forward and using CSC for the monitoring of the SDGs, we need to address three main challenges:

- \* Comparability: we need to standardise and be able to compare data coming from different organisations.

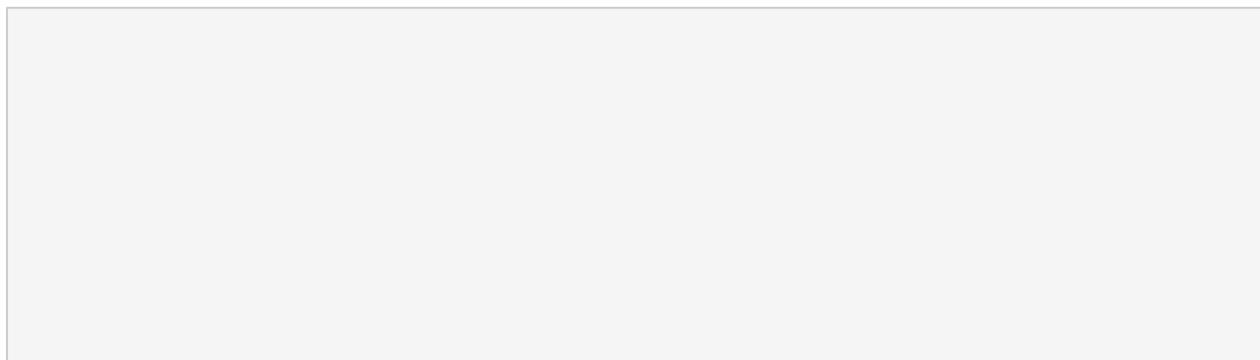
- \* Quality of data: we need to ensure that data are of high quality and have enough credibility to be taken seriously by National Statistical Offices

- \* Getting to scale: we need to go from the community level up to the national level, aggregate data and build the bigger picture.

An interesting new initiative in this regard is 'Everyone Counts', a multi-partner initiative led by CARE, World Vision and Kwantu to address the above issues and offer a clear road map to collect citizen-generated data produced at local level by different organisations and aggregate them in a central data hub at national level. The data published by Everyone Counts will ensure that the voices of the most marginalised and disadvantaged people—especially women and girls, who are often left behind—are included alongside data from national statistical departments when monitoring the SDGs.

- Having said all this, for EU support in this domain to be legitimate and credible it is important for the EU to adopt its own ambitious, inclusive and comprehensive implementation strategy covering both external and internal policies and to put in place accountable and inclusive mechanisms of reporting at both EU and Member States levels.

## 6.5 What are the best ways to strengthen and improve coherence, complementarity and coordination between the EU and the Member States in their support to help partner countries achieve poverty eradication and sustainable development?



6.6 How can EU development cooperation be as effective as possible, and how can we work with all partners to achieve this?

6.7 What further progress could be made in EU Joint Programming, and how could this experience be linked with other EU joined-up actions in supporting countries' delivery of the 2030 Agenda?

## (7) Keeping track of progress

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The EU will need to contribute to the global follow-up and review process for the 2030 Agenda. Keeping track of progress in a systematic and transparent way is essential for delivering the 2030 Agenda. The EU is actively contributing to the setting up of a Sustainable Development Goal monitoring system at global, regional and national level. Demonstrating results and impact from our efforts and the promotion of transparency will be important priorities for EU development policy, as part of a wider move to strengthen accountability, follow-up and review at all levels.

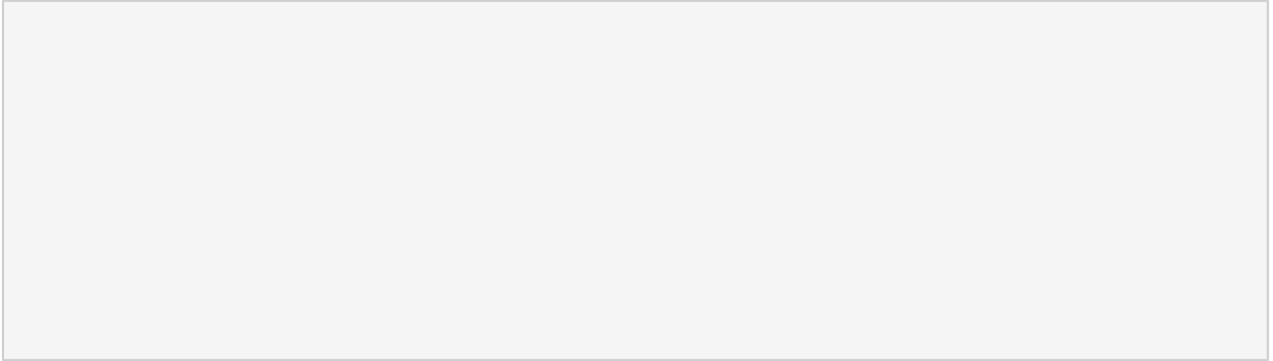
## 7.1 How can the EU strengthen its own use of evidence and analysis, including in the development field, to feed into its regular review on the Sustainable Development Goals to the UN?

- The EU should commit to support increased opportunities for local women's organisations to meaningfully participate in development programming (including M&E). It is essential that women and women's organisations are included in consultations on programming, for example via targeted outreach by EU delegations in the context of the CSO roadmaps.
- Indicators can be used as a source to adequately monitor the achievement of the SDGs, taking into account its main principle of data disaggregation. The EU and its Member States should adhere to the principle to disaggregate SDG indicators, where relevant, by income, sex, age, race, ethnicity, migratory status, disability and geographic location, or other characteristics, as advised by the UN ECOSOC and Fundamental Principles of Official Statistics.
- A key accountability tool, as mentioned before, will be the ex-post impact assessments to verify that no EU policy is undermining people's human rights and sustainable development pathway. Clearly, if the evidence demonstrates that some areas are being overlooked, or certain groups of people are being left behind, the EU should use the review to examine the main obstacles to greater progress and to suggest how it will improve its policy and action going forward.
- While we obviously encourage a strong gathering and use of analysis, evidence and results, at the same time we would recommend the EU to proceed with caution when it comes to 'Payment by Results' (PbR). PbR is a relatively new aid mechanism with a limited evidence base, but which brings with it a heavy burden of design for the donor in order to avoid perverse incentives, as well as high demands for monitoring and verification. For projects aiming at long-term complex changes or working in adverse contexts, a PbR model may be inadvisable and for non-profit suppliers such as NGOs, it carries potentially high levels of financial risk, and therefore few agencies are able to undertake these types of programmes.

## 7.2 How can the EU help to ensure the accountability of all actors involved in implementation of the 2030 Agenda, including the private sector? How can the EU encourage a strong and robust approach to the Follow Up and Review of the 2030 Agenda from all actors?

See our answer to questions 5.1 and 6.4

7.3 How should EU development cooperation respond to the regular reviews on progress of the partner countries towards the 2030 Agenda goals?



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