

ROADMAP			
TITLE OF THE INITIATIVE	Proposal for a revised European Consensus on Development		
LEAD DG – RESPONSIBLE UNIT – AP NUMBER	DG DEVCO, UNIT A1, in association with EEAS, Global 5 2016/DEVCO/003	DATE OF ROADMAP	23/05/2016
LIKELY TYPE OF INITIATIVE	COMMUNICATION to the European Parliament, the Council, the Economic and Social Committee and the Committee of the Regions		
INDICATIVE PLANNING	November 2016		
ADDITIONAL INFORMATION			
<p><b>This indicative roadmap is provided for information purposes only and can be subject to change. It does not prejudice the final decision of the Commission on whether this initiative will be pursued or on its final content and structure.</b></p>			

## A. Context, Subsidiarity Check and Objectives

Context
<p>The <b>2030 Agenda for Sustainable Development</b> (the 2030 Agenda), adopted by the United Nations (UN) in September 2015, represents an ambitious new blueprint to tackle the global trends and challenges that have emerged since the adoption of the Millennium Declaration in 2000. The core of the 2030 Agenda is the set of Sustainable Development Goals (SDGs) and associated targets, which replace the Millennium Development Goals (MDGs) from 2016, and run to 2030. In contrast to the MDGs, the SDGs cover the three dimensions of sustainable development, economic, social and environmental, in a comprehensive and integrated way. They also address issues such as peaceful and inclusive societies and mobilising all relevant means of implementation. This broad scope is important; to be effective, the Agenda needs to be implemented across all 17 goals. Unlike the MDGs, which focused on the ‘developing world’, the 2030 Agenda is universal and all UN member states have recognised their own responsibilities for its implementation. In addition, the new Agenda focuses much more on the responsibility of every country, including the need to better use domestic resources and to put in place the necessary internal policies and governance structures.</p> <p>The 2030 Agenda reflects European values and the leading role the EU had in shaping it. As a result, there are high expectations for the EU to play a driving role also in implementing the Agenda. The EU is committed to playing its full part to implement the SDGs and to continue its longstanding leadership on sustainable development issues at global and domestic level.</p> <p>The fundamental changes in the global framework for sustainable development therefore need to be reflected in EU development policy, the major orientations of which are set out in the 2005 <b>European Consensus on Development</b><sup>1</sup> and the 2011 <b>Agenda for Change</b><sup>2</sup>. The Consensus was based on a Commission Communication<sup>3</sup> and endorsed in the form of a Joint statement by the Council, the European Parliament and the Commission. Its first part defines the common principles within which the EU and its Member States will each implement their development policies in a spirit of complementarity. The second part sets a general framework for the EU, which was updated with the adoption of the <b>Agenda for Change</b>. The EU must address the challenges and the opportunities that come with this changed environment, putting all tools at its disposal to good use, in line with the Treaty requirement that EU and Member States’ policies are consistent with the principles and objectives of EU external action.</p> <p>The present initiative – <b>a proposal for a revised European Consensus on Development</b> – will address the development-related aspects of implementing the 2030 Agenda. The revised Consensus should be considered</p>

<sup>1</sup> Joint statement by the Council and the representatives of the governments of the Member States meeting within the Council, the European Parliament and the Commission on European Union Development Policy entitled "The European Consensus", Official Journal, C 46 of 24.2.2006

<sup>2</sup> COM(2011) 637 final

<sup>3</sup> COM (2005) 311 final

against the backdrop of other EU initiatives also relevant for the implementation of the 2030 Agenda:

- The initiative – announced in the Commission Work Programme (CWP) for 2016 (Item 5 in Annex 1) – on the next steps for a sustainable European future, which will explain how the EU contributes to reaching the SDGs and map out the internal and external aspects of EU policies contributing to implementation of the SDGs; and
- The EU's Global Strategy on Foreign and Security Policy, which will give broad orientations for the EU foreign and security policy and on global challenges and which will be presented later in 2016 by the High Representative.

Updating the vision for the European development policy until 2030 will entail a proposal to replace the 2005 Consensus (and the Agenda for Change) with a new joint statement by all relevant EU actors. The initiative should take account of other new global commitments, notably the Addis Ababa Action Agenda on Financing for Development, which is an integral part of the 2030 Agenda, as well as the changing international context. The implementation of the 2030 Agenda and the Paris agreement on climate change under the United Nations Climate Change Convention (UNFCCC) should be closely coordinated given the strong interlinkages.

The revised Consensus should also highlight the links with other areas of EU external action (including foreign and security policy, human rights, trade, research and innovation cooperation, crisis response and humanitarian aid), and the external aspects of relevant EU policies such as environmental policy, as well as the opportunities for enhancing consistency between them. It will be fully consistent with the relevant orientations of the future Global Strategy and the work of the overarching initiative on a mapping of EU internal and external policies, while taking into account the outcome of a public consultation. Given its direct relevance to the EU's overall relations with developing countries, the initiative will be carried out in close coordination and full coherence with the preparatory work on a post-Cotonou framework (item 20 of Annex 1 of CWP 2016).

The initiative is in line with the ten priorities of the Commission<sup>4</sup> as it supports the priority of the EU as a strong global actor. The initiative is enabled by Article 21(2)(d) of the Treaty on European Union (TEU) which identifies the areas in the field of international relations where the EU is to pursue common policies and actions, with a high degree of cooperation. Article 21(3) TEU provides for ensuring consistency between the different areas of the EU external action and between these and its other policies. In addition, Article 208(2) of the Treaty on the Functioning of the European Union (TFEU) requires the EU and the Member States to comply with the commitments and take account of the objectives they have approved in the context of the UN.

## Issue

Sustainable development and the eradication of poverty across the globe are key EU strategic interests. Many countries, particularly the poorest and most vulnerable, including the Least Developed Countries, will require support to achieve effective implementation of the 2030 Agenda and ensure systematic follow-up and review of progress.

The 2005 Consensus was explicitly drafted for the pursuit of the eight MDGs, and this specific context is mentioned throughout the text. The Agenda for Change builds on the 2005 Consensus and is also centred around the achievement of the MDGs. Thus, the leading political EU documents on development cooperation policy are no longer fully aligned with the long-term vision for sustainable development agreed globally - including by the EU and its Member States – at the 2015 SDG Summit. The Addis Ababa Action Agenda adopted at the Third International Conference on Financing for Development, the Paris Agreement under the UN Framework Convention on Climate Change, the Sendai Framework for Disaster Risk Reduction and the follow-up to the Busan High Level Forum on Aid Effectiveness must also be taken into account.

Further, the 2030 Agenda contains important new elements that are not adequately reflected in the current EU development policy documents. It is necessary to consider how to reflect them better in a revised EU approach to international development cooperation policy. They include *inter alia*:

- the stronger integration of the three dimensions of sustainable development, recognising the need to address poverty, social issues and environmental degradation together;
- the need to preserve, promote and protect global public goods such as healthy ecosystems, including by mitigating and adapting to the impact of climate change;
- migration, including addressing adequately the root causes of migration; addressing mixed migration flows, and migration as a risk to, and opportunity for, development;

<sup>4</sup> [https://ec.europa.eu/priorities/index\\_en](https://ec.europa.eu/priorities/index_en)

- a new focus on inequality within and among countries;
- renewed impetus to ensuring gender equality, including the gender dimension in conflicts and addressing violence against women;
- creating decent jobs and strengthening social protection systems;
- greater emphasis on peaceful, just, and inclusive societies, good governance, human rights (including freedom of thought, conscience and religion) and the security-development nexus;
- fragility and crisis situations
- the need to mobilise a much broader range of means of implementation, including:
  - putting in place the right enabling policy environments for successful implementation;
  - promoting policy coherence for development, as a contribution to broader policy coherence for sustainable development;
  - mobilising and making effective use of all resources – public and private, domestic and international, including by improving the ability of countries to mobilise own domestic resources and combat illicit financial flows.

The EU and its Member States are the world's largest providers of official development assistance (ODA) and, through this and other external actions, can have a major impact on implementation of the SDGs globally. The EU is also the largest provider of international public financing to address climate change. Harnessing the potential of the private sector, promoting responsible business standards, unlocking investments in support of sustainable development and building on the EU's experience with blending will also be part of the EU's approach.

The implementation of the 2030 Agenda provides an opportunity for enhancing consistency between development policy and other areas of the EU's external action – such as the management of migration flows, humanitarian assistance (including support to refugees and displaced persons), climate diplomacy, energy access and security, and the broad security- development nexus – and between these and other policies. SDG 16 in particular, provides for a new international consensus on the mutual influence between security and development, and on the possible mutually supportive role of development and security actors (judiciary, police, military).

As more countries are expected to graduate from bilateral EU aid in the future, the global partnership approach of the 2030 Agenda – strongly promoted by the EU - should lead to the elaboration of a diversified range of international relations and partnerships, including with the more advanced developing countries. These countries will remain important for the EU, given the role they can play in promoting global public goods and their role as leading examples in their regions and through their own development cooperation policies. The cooperation with graduated/Middle Income Countries would also include joint action to address shared challenges, taking into account the specificities of relations developed under relevant policy frameworks (e.g. European Neighbourhood Policy review).

An updated EU development cooperation policy should also reflect the EU policy of promoting better EU and Member States alignment of cooperation through Joint Programming, as well as the EU's commitments on aid and development effectiveness, notably through the Global Partnership for Effective Development Cooperation.

The EU will contribute to the global follow-up and review process for the 2030 Agenda – covering both Means of Implementation and the SDGs themselves. EU development cooperation policy can make an important contribution both in terms of guiding EU development actions but also in supporting partner countries as they follow up and review their own implementation of the Agenda. EU development cooperation policy with an increased focus on results and outputs will be a component of EU reporting at the global level. It should take account of the work on indicators at the UN.

### **Subsidiarity check**

Sustainable development and the eradication of poverty are fundamental objectives enshrined in the Treaties (for instance Article 3(3) and (5) and Article 21 TEU and Articles 208 and 210 TFEU). The EU has been a leader in the design and negotiation of the 2030 Agenda for Sustainable Development, and there are strong expectations for leadership in its implementation.

An updated vision for the EU is necessary as it will help build broad consensus for long-term policy orientations and serve as a policy anchor for both the EU and its Member States in the future. It will also ensure that the EU lives up to its commitment to deliver sustainable development and growth while implementing the 2030 Agenda. The EU has political commitments and policies in place in most of the areas covered by the SDGs; it will have to demonstrate, in addition to the Member States, how it intends to adapt its development cooperation policy.

<p>In view of the broad policy scope of the 2030 Agenda and the scale of the Global Partnership required, the EU's objectives to support implementation in developing countries can best be met through coordinated actions; similar impact is unlikely to be obtained by individual Member States acting separately. It is already an agreed objective that the EU and its Member States should ensure greater impact from development cooperation, avoid duplication of efforts and ensure consistency of actions. In this context, an updated European Consensus on Development aligned with the new Agenda would help ensure that development cooperation efforts by the EU and its Member States complement and reinforce each other more effectively.</p>
<p><b>Main policy objectives</b></p>
<p>This initiative's main policy objective will be to put forward proposals to adapt and update the EU's development policy to reflect and respond to the 2030 Agenda, including by highlighting the necessary links with other policies. It will help to ensure coherence and consistency of actions at EU level and in our actions with partner countries, including through better coordination with Member States' policy responses to the new Agenda. Enhanced policy coherence for development will be a core element of the implementation process. The initiative will also seek to reinforce monitoring and reporting on the implementation of the 2030 Agenda, including through better data collection and reporting.</p>
<p style="text-align: center;"><b>B. Option Mapping</b></p>
<p>The Communication will be informed by a broad consultation process. Following options could be considered in relation to development cooperation policy:</p> <ul style="list-style-type: none"> <li>• a baseline option representing <b>no change in EU development cooperation policy</b>, with existing references to the MDGs retained;</li> <li>• an option with a Communication for <b>minimal formal change</b> through the updating of references from MDGs to the 2030 Agenda, while retaining the 2005 Consensus;</li> <li>• <b>a proposal to modify the Consensus (Joint Statement) for a wider review of the political frame of the EU's development cooperation policy</b> to accurately reflect the implications of the content of the 2030 Agenda and take account of other relevant developments in the global context.</li> </ul>
<p><b>Proportionality check</b></p>
<p>The initiative will set out policy orientations to enable the EU to effectively implement the 2030 Agenda for Sustainable Development through development cooperation policy. The initiative will ensure that EU development cooperation policy and that of the Member States better complement and reinforce each other in support of the 2030 Agenda for Sustainable Development, to avoid duplication of efforts and ensure consistency of actions. The initiative is proportionate as it does not go beyond what is necessary, putting forward a long-term vision that will provide overall guidance without imposing new binding measures on Member States.</p>
<p style="text-align: center;"><b>C. Data collection and Better Regulation instruments</b></p>
<p><b>Data collection</b></p>
<p>Data will be collected from a wide range of sources with the objective of providing relevant and evidence-based information for decision making. As far as possible, existing data and information systems will be used. The work will include analysis available on the effectiveness of different development cooperation instruments and approaches, and of other international cooperation modalities, complemented by further targeted internal work and analysis, including a review and synthesis of existing evaluations.</p> <p>This synthesis will comprise a review on how EU development cooperation has reflected the common objectives, values and principles enshrined in the European Consensus and the extent to which it has contributed to deliver more and better aid; as well as a review of strategic evaluations covering the geographic responsibilities both of the Directorate-General for International Cooperation and Development and of the Directorate-General for European Neighbourhood Policy and Enlargement Negotiations. This review will complete the on-going work carried out in the context of the post-Cotonou process (<a href="https://ec.europa.eu/europeaid/post-cotonou-roadmap_en">https://ec.europa.eu/europeaid/post-cotonou-roadmap_en</a>).</p>

<b>Consultation approach</b>
<p>The objective of the consultation approach is to gather views from a wide range of stakeholders on how EU development policy might respond to the 2030 Agenda, to other important related international commitments and key global trends, to help inform the development of a revised European Consensus on Development, having regard to other external aspects of 2030 Agenda implementation. It will also seek to raise the level of awareness and engagement amongst stakeholders on the future direction of EU development policy.</p> <p>Targeted stakeholders are:</p> <ul style="list-style-type: none"> <li>• citizens (both within the EU and in partner countries);</li> <li>• civil society organisations and their representative umbrella organisations, including <ul style="list-style-type: none"> <li>○ social partners (trade unions, employers' associations),</li> <li>○ private sector actors and business organisations,</li> <li>○ philanthropic organisations and foundations,</li> <li>○ universities, research institutes and think tanks,</li> <li>○ cultural associations and</li> <li>○ media; and</li> </ul> </li> <li>• public authorities including <ul style="list-style-type: none"> <li>○ EU institutions, particularly the Council and the European Parliament</li> <li>○ governments, local authorities and parliaments, at regional and national levels, within the EU and in partner countries;</li> <li>○ regional and global associations of local authorities; and</li> <li>○ international organisations (such as International Financial Institutions and UN bodies)</li> </ul> </li> </ul> <p>In order to reach the objectives a public consultation will be launched by May 2016, taking account of the responses to the public consultation on the new EU Global Strategy. The open, internet-based public consultation will be published in all EU languages on the websites of the Directorate General for International Cooperation and Development and of the European External Action Service and simultaneously publicised on the "<a href="#">Your Voice in Europe</a>" website.</p> <p>The public consultation will be complemented by high-level policy dialogues with key institutional partners – notably the Council and Parliament, as well as targeted consultations with specific groups of stakeholders. The target audience for this initiative will include citizens, researchers, civil society, the private sector, Member States (governments and other relevant institutions), EU institutions and bodies, governments and stakeholders from developing and other developed countries, plus multilateral organisations. These targeted dialogues will aim to gather views on the detailed background to specific aspects of the revised Consensus, both on the substance and the means of implementation required, in order to provide strong rationale for proposed revisions.</p> <p>A brief summary and analysis of all consultation contributions will be published and all individual contributions will also be made available on the consultation website (unless respondents ask for their contributions not to be published).</p>
<b>Will an Implementation plan be established?</b>
<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No This initiative is not an act that requires transposition measures.
<b>Will an impact assessment be carried out for this initiative and/or possible follow-up initiatives?</b>
No impact assessment is foreseen, given the non-legally binding and broad strategic nature of this initiative. This initiative will set out in broad terms how the EU development cooperation policy will support partner countries in making progress towards Agenda 2030 and addressing long-term challenges. The updated EU development cooperation policy in support of the 2030 Agenda for Sustainable Development will be reflected in the medium term in related financing instruments that are subject to Impact Assessment.