

***From Cairo to Lisbon:  
The EU and Africa Working Together for a  
New Partnership***

A Position Paper of  
CIDSE, Caritas Europa and Pax Christi International

In preparation for the  
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**CIDSE**  
Coopération Internationale pour le  
Développement  
et la Solidarité



 **Caritas**  
EUROPA

**Pax Christi**  
International



International Cooperation for Development and Solidarity – CIDSE  
Rue Stévin 16, B – 1000 Brussels; Belgium  
Tel: +32 (0)2 230 7722; Fax: +32 (0)2 230 082;  
E-mail: [postmaster@cidse.org](mailto:postmaster@cidse.org) Website: [www.cidse.org](http://www.cidse.org)

CIDSE is a coalition of 15 Catholic development organisations in Europe and North America. CIDSE members share a common vision on poverty eradication and social justice and a common strategy on development programmes, development education and advocacy. CIDSE's advocacy work covers trade and food security, social justice, debt and structural adjustment, EU development policy and, peace and conflict.



Caritas Europa  
Rue de Pascale 4, B – 1040 Brussels, Belgium  
Tel: +32 (0)2 280 0280; Fax: +32 (0)2 230 1658  
E-mail: [info@caritas-europa.org](mailto:info@caritas-europa.org) Website: [www.caritas.org](http://www.caritas.org)

Caritas Europa has 48 members in 44 European countries and work together on issues of social assistance, social care, development assistance and emergency aid. Caritas Europa is part of the global Caritas Internationalis Federation.



Pax Christi International  
Rue du Vieux Marché aux Grains 21, B – 1000 Bruxelles, Belgium  
Tel: +32 (0)2 502 5550; Fax: +32 (0)2 502 4626  
E-mail: [hello@paxchristi.net](mailto:hello@paxchristi.net) Website: [www.paxchristi.net](http://www.paxchristi.net)

Pax Christi International is a non-profit, non-governmental Catholic peace movement working on a global scale on a wide variety of issues in the fields of human rights, security and disarmament, economic justice and ecology. Pax Christi International is made up of autonomous national sections; local groups and affiliated organisations spread over 30 countries and 5 continents with over 60 thousand members worldwide.

This document is based on previous policy work undertaken by CIDSE, Caritas Europa and Pax Christi International.

Editors: Johanna Fogelstrom, Bob van Dillen

Editorial team: Peter de Keijzer, Johanna Fogelstrom, Tony Hardiment, Micha Hollestelle and Wolfgang Schoop, Bob van Dillen

Subeditor: Cheryl McIntosh

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Available in English, French and German, the Introduction and Executive Summary is also available in Portuguese.

Please send comments to [fogelstrom@cidse.org](mailto:fogelstrom@cidse.org)

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## INTRODUCTION

In April 2003 the second Summit between EU and African Heads of State will take place in Lisbon. This position paper on EU-Africa relations, prepared as a resource for the occasion, has as its primary focus sub-Saharan Africa where CIDSE, Caritas Europa and Pax Christi International member agencies support many socio-economic development, humanitarian aid and peace efforts.

In April 2000, the first EU-Africa Summit highlighted the two regions' shared intention to collaborate in seeking new solutions to Africa's problems. The need for the people of Europe to address the many issues facing the people of Africa springs from a sense of shared humanity. Furthermore, Europe realised that, in a world of ever-increasing interdependence, Africa's poverty, disease and conflict could eventually undermine Europe's own prosperity and security.

It is significant that the Cairo Summit was the first ever Summit between the two regions, while summits between the EU and other regions (e.g. Latin America/Caribbean) had previously taken place. It was also the first time that the Organisation of African Unity (OAU, currently named the African Union) was the EU's counterpart in the organisation of the Summit. And it was the first time that Africa as a whole sat at the table with the EU: both the North African countries of the Euro Mediterranean Partnership and the sub-Saharan countries parties to the Cotonou Partnership Agreement.

### **Focus of the Cairo Summit**

The Cairo Summit focussed predominantly on issues relating to governance. The EU was seeking solutions to Africa's problems by addressing the apparent dysfunction of African states. According to the EU, African states were struggling to fulfil even the basic functions of modern states, such as the maintenance of law and order. Issues such as poverty, conflict, HIV/AIDS: all had to be seen in the context of the failure of the state to fulfil its obligations to its citizens. In this regard, human rights and the rule of law were presented as 'essential elements', pre-conditions for cooperation and subject for continued political dialogue – at continent level. Difficult governance-related discussions also took place about the role of civil society, whereby the African leaders reluctantly agreed to the EU's push for a greater role for NGOs and the private sector in national development planning. Similar discussions had been taking place in the context of the Poverty Reduction Strategy Papers, supported by the Bretton Woods institutions.

The EU, itself preparing for enlarging its membership to 25 states, also sought solutions in regional cooperation and integration: taking the EU as the model to follow. Regional integration was perceived as an important step towards integration into the global economy and the EU showed itself willing to support the creation of the African Union. External issues contributing to Africa's problems were minor issues on the EU agenda. African countries did manage to get references accepted in both the Declaration as well as the Plan of Action, but there were no substantial offers on, for example, debt relief or official development assistance (ODA). The focus on internal factors was predominant throughout the Cairo Summit, especially in relation to peace and conflict. There was no mention of the geo-political interference of EU Member States in African conflicts; no mention of transnational corporations (TNCs) with their private armies or extractive industries fuelling war in Africa. Instead, the focus was on peace building, early-warning mechanisms and post-conflict assistance, including the deployment of UN peace-keeping forces.

### **The Changing Context Since Cairo 2000**

At the level of policy development, some 6 months after Cairo, the EU adopted poverty eradication as a new approach for its development policy: poverty eradication. The European Commission committed itself to prepare an annual report on how this objective is being achieved; the first annual report being produced in the autumn of 2002. The focus of EU Development Policy would be on 6 priority areas, including food security, international trade and transport. The year 2000 also witnessed the UN

Millennium Summit in New York, at which the international community adopted the Millennium Development Goals, one of which is to halve world poverty by 2015. These important goals should provide a framework and guidance for the EU's external policies, particularly in the areas of trade and development cooperation.

In terms of financial resources available for development, the March 2002 conference on Financing for Development was important. In Monterrey, The EU announced its decision to increase Official Development Assistance (ODA) levels from 0.33 to 0.39% of GNP by 2006 – which can be considered as a step in the right direction. However, this is still only just over half of the agreed UN level of 0.7%, which is a figure set as a minimum rather than a ceiling. Conservative estimates, based on UN figures, suggest that a sum in the region of US\$25-35 billion per year is needed if Africa is to achieve the Millennium Development Goals.<sup>1</sup>

June 2001 witnessed the signing of the Cotonou Partnership Agreement between the EU and 77 states in Africa, the Caribbean and the Pacific – the successor agreement to the Lomé Convention. Here again a prime focus was placed on governance and corruption – ‘essential elements for cooperation’, a greater role for civil society and a focus on regional cooperation and regional (reciprocal) trade liberalisation. The specifics of the trade arrangements would be agreed via negotiations that started last September (see below).

### **NEPAD**

One month later, the OAU approved the ‘New African Initiative’, a merger of the existing ‘Omega Plan’ and the ‘Millennium Programme for Africa’. In October 2001, this led to the birth of NEPAD, the New Partnership for Africa's Development, a vision and programme of action for the redevelopment of Africa, put together by African leaders themselves (without much involvement of the African people!).<sup>2</sup> The African leaders involved in the formulation of NEPAD appear to see it as a commitment to African people and to the international community that they have resolved to place Africa on a path of sustainable growth and accelerated integration into the global economy. NEPAD has eight priority areas, which include human resource development, infrastructure, agriculture, health, science and technology and access to the markets of developed countries.

The EU immediately publicly stated its support for NEPAD. Both the EU and the G8 are placing a strong emphasis on two approaches to NEPAD:

- a) Selectivity. Donors are keen to limit their aid allocations to selectively chosen recipients: countries with good governance, where the ‘right’ conditions for economic growth exist. These include trade openness and peace/stability.
- b) Peer review. African countries will assess the performance of their peers against the principles of good political and economic governance, as outlined in the NEPAD paper.

The G8 met in Kananaskis, Canada, in June 2002 and adopted a Plan of Action for Africa (without timetabled commitments). NEPAD will again be on the G8 agenda at their next meeting, 1-3 June 2003, in Evian (France).

### **Trade and Development**

In September 2002, as already mentioned above, the EU and ACP embarked on a 5-year long period of intensive trade negotiations that will run alongside WTO multilateral negotiations. The EU's aim is to negotiate Economic Partnership Agreements (EPAs), a friendly term for tough reciprocal free trade areas. EPAs are seen as regional building blocks of globalisation, aimed to support and complement WTO driven pressure towards regional integration, and into open and outward looking economies. In the same month, the European Commission adopted a Communication on Trade and Development in

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<sup>1</sup> *C.f. appendix 1*

<sup>2</sup> African civil society actors have rightly argued that basic democratic principles (essential elements) should have applied to the formulation of NEPAD including the choice of key policy priorities.

which it announced its intention to shift EDF resources for CSP and RSP<sup>3</sup> into trade-related technical assistance and capacity building.

### **Back to Basic Ethical Values and Principles**

Meanwhile, we have seen the EU Development Council being dissolved (June 2002) and several major world powers, lead by the USA, gearing up for 'war against terrorism'. Rather than addressing the root causes of poverty and global marginalisation, this approach seeks solutions in repression and strict security measures which, among other negative side effects, has hampered the fair treatment of asylum seekers in the EU.

Our development and humanitarian aid and peace networks regret these developments very much. Our development and advocacy work is informed by the day-to-day realities faced by our African partner organisations and is guided by the key principles of Catholic Social Teaching (CST). These principles include the preferential option for the poor, the redistribution of wealth and the promotion of the common good, respect for human dignity and solidarity based on mutuality and cooperation. In the context of our relationship with African partners this means the rejection of any marginalisation of Africa, and requires a holistic approach to development that embraces economic but also social, cultural and spiritual dimensions. The recent World Summit on Sustainable Development tried to do just that.

Catholic Social Teaching requires us never to overlook the poorest and most vulnerable members of society, not only to ask what impact any particular measure will have on them but to discern what they have to contribute in insight, learning and inventiveness. The 'preferential option for the poor' makes poor people the starting point, emphasising that it is our responsibility to ensure that all can be full actors, something that is denied by the poverty, hunger, disease, and lack of education affecting so many in sub-Saharan Africa. This principle recognises that the development of the capacity of the poor to satisfy their needs and to develop fully as human beings is inhibited by structures controlled by the rich.

Women and children are the most vulnerable of those living in absolute poverty (with an income of less than US\$1 per person per day). We therefore believe that it is of the utmost importance to give special consideration to them when formulating development programmes and policies.

The right to development has been recognised by the UN since 1986 as a fundamental human right. Within this right, development is considered as a process whereby all individual human rights and fundamental freedoms can be achieved. There is a direct link between human rights and poverty eradication: poverty in itself is a denial of human rights, while violations of human rights often make it difficult to combat poverty effectively.

The Executive Summary on the following pages presents the main CIDSE, Caritas Europa and Pax Christi International points and recommendations to the EU and African Heads of State in the light of the 2003 Summit. We wish all the participants fruitful preparations and we look forward to constructive and decisive outcomes from the event.

Christiane Overkamp  
Secretary General  
CIDSE

Marius Wanders  
Secretary General  
Caritas Europa

Etienne De Jonghe  
Secretary General  
Pax Christi International

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<sup>3</sup> Country- and Regional Strategy Papers

## **EXECUTIVE SUMMARY AND KEY RECOMMENDATIONS**

Africa's development is today hampered by a series of internal and external factors, the latter often given less priority by EU decision makers when considering policy options. Compared to the past decades, and in view of the economic development in other parts of the developing world (particularly Asia), there is reason for great concern and need for decisive action. At the same time, the emergence of the EU as a global player is clear. The EU is the world's largest trading bloc, its single largest economic bloc (since the introduction of the Euro) and, together with the bilateral programmes of its Member States, it is the largest provider of development assistance. If decisive action needs to be taken, it is the EU that should be the first to act.

Armed conflict is destroying the African continent. The underlying reasons are varied, but in our view violent conflict is often spurred by unequal distribution of wealth and power, disregard for human rights, and lack of effective political and legal institutions to adequately manage change. The conflicts are often sustained by resource revenues from natural resources (oil, minerals, gems and old-growth timber), which help sustain autocratic governments and warlords who rule through coercion and patronage and feel no need to be accountable for their actions. In addition to this, small arms and light weapons (SALW) are readily available throughout Africa and help fuel wars and internal conflicts. Internal conflicts are increasingly arising around the availability of and access to scarce resources such as land and water.

Linked to violent conflict or natural disasters, unequal distribution of wealth and lack of democratic governance, is the issue of refugees and migration. Today there are an estimated 6.1 million refugees and an estimated 20 million internally displaced persons in Africa. Some of these try to emigrate and seek asylum in the EU, where the policies become more restrictive, the decision-making procedures shorter and public attitudes towards asylum-seekers are increasingly hostile. Migration can and does have many benefits as it enriches countries culturally and ensures important contributions to their economies. On the other hand it is also important to recognise the problem of Africa's brain drain when considering the benefits of migration from African countries to Europe.

Another serious threat to Africa's development is the HIV/AIDS pandemic ravaging the continent. The spread of HIV/AIDS is accelerated by poverty, conflict, migratory flows, ignorance and despair, with women being the most vulnerable group susceptible to the infection. More resources should be allocated in a concerted effort to prevent and treat HIV/AIDS in Africa; otherwise the pandemic is likely to have unprecedented repercussions, not only on human welfare but also on economic development and poverty eradication. Information about HIV/AIDS must be widely spread and affordable antiretroviral drugs must be made widely available.

Africa's development potential can be, in theory, unlocked through international trade. A necessary precondition for this to happen is an agreed set of trade rules that ensure that the benefits from trade are shared more equally between and within countries. The current system of trade rules is biased against the interests of poorer countries, particularly those in Africa. There is an increased, one-sided, pressure on African countries from international institutions, including the Bretton Woods institutions and the WTO, as well as donor countries, to liberalise markets in goods and services, regardless whether the conditions for market opening are put in place. Supply-side constraints often make it difficult for the poor to take advantage of any of the new opportunities that export-oriented development strategies could potentially offer. In addition to this, internal EU policies such as the Common Agricultural Policy (CAP) have a detrimental impact on developing country agriculture through its subsidies and dumping.

More resources for Africa's development are needed and an efficient and effective way of resource mobilisation is debt relief. International debt is today a major obstacle to human development, forcing the world's most impoverished countries to divert away scarce resources from meeting the most basic human development needs of their people. It is of essential importance that the EU and its Member States reach, as soon as possible, the agreed UN target of overseas development assistance (0.7% of GNP), and that they support the development of new and innovative ways to finance development, such as the proposed currency transaction tax.

Good governance is an essential component of sustainable development, but it is much more than simply a 'lack of corruption'. In many cases governing institutions in developing countries have severe capacity deficits

and it is important that the EU supports capacity building to enhance good governance rather than taking a purely punitive approach to countries exhibiting weak governance. It is equally important to ensure the full participation of developing countries in international decision-making. Civil society is a crucial actor in governance and development work. CIDSE, Caritas Europa and Pax Christi believe that all stakeholders have the right of participation in decision-making on matters that affect their lives and the future of their families, households, communities and nations.

#### Key Recommendations:

##### *Peace and Conflict*

- **The EU should develop and implement international standards for transparency and corporate governance. A panel should be established to ensure that companies awarded EC procurement contracts adhere to these standards.**
- **EU and African leaders should introduce legislation to ensure that companies, their related national subsidiaries and business partners, publish net taxes, fees, royalties and other payments made to national governments and non-state actors.**
- **The Code of Conduct on Arms Exports (CCAEC) should be made legally binding for EU Member States and accession countries. A ninth criterion should be added to the CCAEC forbidding exports to countries that do not declare their imports and exports to the UN international register.**
- **The EU and its Member States should help African states and bodies to realise their targets in combating SALW proliferation, with special attention given to the reform of the security sector.**
- **African governments should ensure that internal water conflicts are resolved at regional and local levels in consultation with civil society. Any privatisation should be regulated so that access to potable water is guaranteed for disadvantaged groups in both rural and urban areas and made affordable for all.**
- **African governments should introduce land reforms, thereby legally guaranteeing access to land, in particular for women and other disadvantaged groups such as small holders.**
- **In their co-operation with Africa, the EU and its Member States should ensure that the reintegration of ex-combatants, with special attention to child soldiers, is treated as a vital step towards lasting peace. Professional trauma counselling and reconciliation efforts, peace education and education on human rights should be mainstreamed in post-conflict policies.**

##### *Refugees and Migration*

- **The EU should ensure sufficient assistance to refugees and internally displaced persons in Africa, working closely with the UNHCR and human rights and development organisations. We encourage the EU to make strong efforts towards creating a system of fair responsibility sharing on a global level, especially in favour of poorer countries and particularly in Africa. The mandate of the UNHCR should be extended in order to allow formal assistance also for internally displaced persons and not only refugees.**
- **The EU should develop a policy on undocumented migrants currently living on its territory, based on respect for human rights and human dignity in order to prevent exploitation of these migrants.**

##### *HIV/AIDS*

- **Resources, both human and financial, need to be increased – using new and additional funds – within a multi-sectoral, pro-poor approach, aimed at prevention, care (including the availability of both essential medicines and anti-retroviral therapies) and public awareness raising.**
- **The EU should assist in combating the HIV/AIDS pandemic through supporting local and national strategies that include thorough, effective, community-based prevention and care programmes, paying special attention to women and vulnerable and orphaned children. Civil society stakeholders, including people living with HIV/AIDS, should take a full part in formulating these strategies.**

- **The EU should ensure that the Global Health Fund establishes feasible and effective access requirements for governments, NGOs, and organisations of people living with HIV/AIDS, and should enhance the capacity of national governments to use the Fund effectively to meet the needs of all those affected.**

#### *Trade*

- **The EU should reform its Common Agricultural Policy, in order to minimise negative external impacts on developing country farming. The EU should reduce its agricultural subsidies, including the immediate elimination of agricultural export subsidies and dumping practices.**
- **Special and Differential Treatment measures should be made mandatory, legally binding and enforceable through the WTO's dispute settlement mechanism. As a first step the EU should support the early introduction of proposals such as the 'Development Box' in the Agreement on Agriculture. Agricultural trade rules should be re-designed in order to enable developing countries to address their development needs, including food security and rural development as well as staple food production.**
- **The EU should provide quota- and tariff-free access to their markets for all imports from ACP countries, simplify the rules of origin and limit other non-trade barriers that prevent ACP products, in particular in those areas of greatest potential export interest (such as processed and semi-processed agricultural goods), from entering the EU market.**
- **The EU should double its efforts to support programmes aimed at enhancing the supply capacity of ACP states, including programmes that help these countries to meet the increasingly stringent health and safety requirements.**

#### *Finance*

- **We urge Austria, Finland, Germany, Greece, Italy, Portugal, Spain and the UK to increase real ODA flows to 0.7% of GNP as soon as possible, within a defined timeframe, and by 2007 at the very latest. A minimum target of 0.15 to 0.20% GNP should be made available for Least Developed Countries (LDCs), thirty-four of which are in Africa.**
- **Development assistance should be untied. Loans should be replaced by grants in particular where they are used to tackle emergencies, to invest in post-conflict reconstruction or to combat social devastation resulting from economic crises.**
- **Procedures should be harmonised in order to reduce burdensome transaction costs resulting from a variety of donor management and parallel accounting systems.**
- **If governments retain their own income to finance international development targets, there will have to be a 100% debt cancellation for most African countries and some write-offs for middle-income states alongside additional aid flows.**

#### *Governance*

- **The EU should engage itself in a debate on good governance, which in order to be meaningful would require greater clarity and a broad consensus on the definition of the concept itself. A clear differentiation should be made between bad and weak governance. The EU should urgently address the inadequate remuneration and poor training of public service workers, which are contributing factors to weak governance.**
- **Bribery does not entirely explain corruption but should be accorded the same rigorous scrutiny and action devoted to corruption. In this regard, businesses should be made aware of the OECD Anti-Bribery Convention and the criminal penalties accompanying it.**
- **The EU should assist developing countries to build their capacity to participate effectively in international forums.**
- **African governments must further intensify the dialogue with civil society and, together with the EU, support a framework that will allow development programmes, economic policy and political governance to be critically monitored by civil society.**

## PEACE AND CONFLICT

*Conflict mitigates  
development  
efforts*

Development work and peace work both aim at securing human livelihood. Peace can only be achieved where there is social justice and livelihood security. Unfortunately, armed conflicts destroy the achievements of many years of development work. The unequal livelihood opportunities available to different groups manifest themselves in various forms of poverty that can give rise to conflict. This poverty continues to create an explosive social force that endangers peace across the entire continent of Africa.

There is growing consensus on the root causes of conflicts. Countries particularly vulnerable to violent conflict are poor, have unequal distribution of wealth and power, disregard human rights, and lack effective political and legal institutions to manage change peacefully. We agree on the promotion of a culture of peace and conflict prevention, welcome relevant decisions already taken by the EU and urge the implementation of these decisions.

While the focus of international measures to end conflict is on peace conferences, embargoes, reconciliation by means of war-tribunals etc., we maintain that measures to address the factors that generate conflict, such as deprivation, oppression and instability, require equal attention. Positive economic, political and social environments create the conditions for sustainable peace, health and safety and therefore reduce the potential for escalating conflicts.

### **Economic Dimensions of Conflict**

Africa is rich in resources like oil, minerals, gems and old-growth timber. In several countries, trade in these resources fuels violent conflict. Resource revenues help sustain autocratic governments and warlords who rule through coercion and patronage and feel no need to be accountable for their actions. A recent World Bank study<sup>4</sup> showed that primary resource-dependent developing countries have lower GDP growth rates and are more likely to be prone to conflict than other developing countries.

One way to turn natural wealth into a source of peace and prosperity is to ensure accountability and transparency in the dealings of international companies involved in extractive industries. This would provide a tool for populations to hold their governments to account for revenue expenditure from resource exploitation. In encouraging governments to behave in an accountable manner, open corporate practices would also help to rebuild the need for popular legitimacy.

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<sup>4</sup> *Economic Causes of Civil Conflict and their Implications for Policy*

By Paul Collier, Director, Development Research Group, World Bank, June 2000. Available on the internet:

[www.worldbank.org/research/conflict/papers/civilconflict.pdf](http://www.worldbank.org/research/conflict/papers/civilconflict.pdf)

**Recommendations:**<sup>5</sup>

- **A legally binding framework with sanctions for companies that contribute to conflict should be created.**
- **The EU should develop and implement international standards for transparency and corporate governance. A panel should be established to ensure that companies awarded EC procurement contracts adhere to these standards.**
- **EU and African leaders should introduce legislation to ensure that companies, their related national subsidiaries and business partners, publish all payments made to all governments and non-state actors, and other entities.**
- **EU and African leaders should introduce legislation to ensure that companies, their related national subsidiaries and business partners, publish net taxes, fees, royalties and other payments made to national governments and non-state actors.**

**Access to Scarce Resources**

*Water*

The growing scarcity of natural resources, namely land and water, will cause more conflicts in the future. Regional and local conflicts are eclipsed by disputes arising from a variety of conflicting uses of water: drinking water, water for industrial or commercial use, water for irrigation in the agricultural sector, or for the survival of cattle and as an indispensable ecological factor in the protection of ecosystems. Moreover, the growing population in Africa has resulted in an increased demand for potable water.

Rising demand and severe shortages of water increasingly require integrated water resource management systems that take into account the use of water in different sectors. To this end, private investors and transnational companies are becoming involved in numerous African countries. However, such a 'privatisation' of water may endanger state sovereignty. Further, private water management risks excluding the poor and exacerbating social segregation. This much can be understood from the acknowledgement of the WSSD that water is a public good and that privatisation by no means may exclude anybody from access to clean water.

*Land*

Access to land is a key element in the right to a secure livelihood for all people. Land safeguards survival in rural and urban areas. However, traditional usage, modern interests, the rights of the individual and common claims all contribute to clashes over land use. This means that land is increasingly becoming an object of controversy, while growing urbanisation requires the legalisation of urban land use.

The present unjust land ownership conditions in many African countries hamper development and constitute a possible cause of conflict. An integrated process is urgently needed which not only addresses land reform by legal means but guarantees at the same time the sustainable use of land.

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<sup>5</sup> c.f. 30 April 2002 Report to the Commission Green Paper on Promoting a European Framework for CSR (by MEP Richard Howitt)

***Recommendations:***

- **African governments should fulfil their obligation to secure an affordable water supply for and in consultation with civil society.**
- **African governments should introduce land reforms, thereby legally guaranteeing access to land, in particular for women and other disadvantaged groups such as small holders.**
- **African governments should ensure that internal water conflicts are resolved at regional and local levels in consultation with civil society. Any privatisation should be regulated so that access to potable water is guaranteed for disadvantaged groups in both rural and urban areas and made affordable for all.**

## **Small Arms / Light Weapons**

In recent years a promising start has been made to combat the proliferation of small arms and light weapons (SALW) internationally, by the EU as well as by several multilateral African bodies. The continuing proliferation of SALW, however, shows that this has not been enough. Many SALW from state armies continue to have a second and even third use in armed conflicts worldwide. This indicates that illegal SALW do not start out as such: more than 80% of the arms trade is, initially at least, legal. The lack of technical means in Africa to trace weapons enables legal SALW's to become illegal overnight. Another phenomenon enabling the proliferation of SALW is the establishment of weapons factories in Africa by Western companies so as to circumvent EU and other international legislation and control.

Civilians in both Africa and Europe suffer each day from the absence of effective control on weapons transfers. The continuing proliferation of SALW still fuels wars and internal conflicts, and turns disputes between neighbouring villages over land or cattle into vicious cycles of atrocity. While acknowledging that not every thief is a victim, poverty directly or indirectly stimulates the demand for SALW as a means to escape the deprived situation people find themselves in as a result of their government's inadequate response to socio-economic issues.

### ***Recommendations:***

- **The Code of Conduct on Arms Exports (CCAIE) should be made legally binding for EU Member States and accession countries. A ninth criterion should be added to the CCAIE forbidding exports to countries that do not declare their imports and exports to the UN international register.**
- **The EU and its Member States should initiate negotiations on an international Convention on brokerage.**
- **The EU and its Member States should help African states and bodies to realise their targets in combating SALW proliferation, with special attention given to the reform of the security sector.**
- **African governments should assume their responsibility to assure security to all citizens so as to prevent civilians being forced to take security measures in their own hands by purchasing SALW.**
- **National Focal Points should be established that unite and co-ordinate African government departments and all stakeholders to tackle illicit SALW through training and capacity building programmes.**
- **African States should improve and facilitate cross-border relations and practical cooperation between customs, police, local authorities and communities. They should also support community-based initiatives for disarmament.**

## Conflict Prevention

“Prevention is better than cure” – this phrase has become commonplace. Yet, too often, EU institutions resort to crisis management to the detriment of long-term conflict prevention. Frequently, this means that resources are utilised in crisis management, thus limiting the resources available to prevent conflicts. The EU itself was established as a conflict prevention organisation to prevent further wars in Western Europe. The EU now has a duty and self-interest in ensuring that it helps prevent violent conflict and promotes stability in other regions of the world. We welcome the fact that conflict prevention is a stated objective of the Common Foreign and Security Policy. We hope that this will help ensure that all of the EU’s external activities are coherent and consistent with this goal, and acknowledge that efforts are being made to mainstream conflict prevention in development work.

In order to ensure effective conflict prevention, it is useful to involve NGOs that have the means to provide accurate information from the local level. These structures must ensure effective distribution of resources to those most suffering from conflicts.

### *Recommendations:*

- **Crisis task forces should be established and action taken when conflict indicators and early warning analysis suggest that a country or a region is at risk of descending into violent conflict.**
- **Bi-annual early warning meetings should be held between EU and AU government actors, together with their civil societies in order to define priority areas for conflict prevention. The EU should respond to early warnings of conflict expressed through appropriate bodies, including organs of civil society.**
- **The EU and its Member States should ensure that poverty eradication measures should be assessed according to conflict transformation criteria, mainstreaming peace orientation in all phases of Africa and EU co-operation.**

## Post Conflict; Building Sustainable Peace

### *CIMIC*

The involvement of all parties in the conflict transformation and analysis process of conflict management is essential for the sustainable resolution of conflicts. Mainstreaming civil-military co-operation (CIMIC) in all phases of intervention is the most effective method by far to enable lasting peace, as it is members of civil society, such as (local) churches, and (inter)national NGOs who are and remain in contact at grassroots level in ways military peace forces can never achieve. By building on knowledge of civil society and (inter)national NGOs, and by effectively working together with these organisations on the basis of subsidiarity, intervening military forces can effectively end conflicts and build lasting structures of peace.

### *Peace Educating & Human Rights*

Peace education and human rights training are invaluable in contributing to creating the conditions for positive peace. Peace education and education on human rights empowers citizens; knowing one’s rights lies at the heart of a strong civil society able to hold its government to account for its actions.

*Reintegration*

In building peace, sometimes new structures need to be brought to the people, while sometimes people need to be helped to re-engage with existing structures. The reintegration of child soldiers, ex-combatants and displaced people requires professional trauma counselling. Conflict experiences thoroughly affect people in their psyche, in ways that disable them from functioning as normal citizens. The reintegration of ex-combatants, especially child soldiers, in the new society, involving them in the positive efforts to rebuild their own society, is essential in building peace. More than once, conflicts have been re-escalated by ex-combatants disappointed by the results of peace processes.

*Recommendations:*

- **In their co-operation with Africa, the EU and its Member States should ensure that civil society input into conflict transformation is an integrated element of their development and peace efforts.**
- **In their co-operation with Africa, the EU and its Member States should ensure that the reintegration of ex-combatants, with special attention to child soldiers, is treated as a vital step towards lasting peace. Professional trauma counselling and reconciliation efforts, peace education and education on human rights should be mainstreamed in post-conflict policies.**
- **The EU should commit itself to facilitate and support peace processes on all levels. These include state level, regional bodies like the African Union and the Inter-Governmental Authority on Development, public and private initiatives, as well as local level initiatives for peace.**

## REFUGEES AND MIGRATION

The relationship between the European Union and Africa with regard to migration has many dimensions. The root causes of migration are diverse and include for example violent conflict, the unequal distribution of wealth, the lack of democracy and human rights, lack of good governance and the rule of law. African countries themselves are in need of support in hosting a large number of refugees and in dealing with equally high numbers of people displaced within their own borders. Migrants within Africa and to Europe are often treated in an unfair and sometimes discriminatory manner. People in need of international protection – particularly when entering Europe from the African continent – often risk serious injury or even death, owing to the difficulty of obtaining legal entry. Finally, agreements on readmission and return are under continuous negotiation between European and African countries. In the Cairo Declaration, it is acknowledged that “a comprehensive and integrated approach is needed to tackle the issue of migration and the separate but related issue of asylum.”<sup>6</sup>

### Tackling the Root Causes

*Migration as a  
manifestation of  
inequality*

Among other things, global migration is a manifestation of inequality. Globalisation has also led to the further marginalisation of those countries that are unable to compete effectively in the global marketplace. In the absence of fair and just rules, globalisation has limited the space for developing countries to control their own development, as the system, market-based as it is, makes no provision for compensating the weak. In this context, it should not be overlooked that the migration of skilled workers out of Africa constitutes a continental “brain-drain” problem, as people with a good education and potential often attempt to move to Europe. The gap between rich and poor is widening and EU efforts have not changed this trend. While acknowledging the right of every person to free movement and to make decisions based on their own economic interests, the EU is urged to encourage measures that will reduce the incentive for highly qualified or talented people to leave African countries and seek a future elsewhere. This includes working to create, in the country of origin, a more attractive environment for highly qualified people. Furthermore links between immigrants with their countries of origin should be encouraged.

The European Union’s intention of fostering partnership with immigrants’ countries of origin – as stressed in the Tampere conclusions - is a step in the right direction. The EU “High Level Working Group on Asylum and Migration” has elaborated Action Plans on specific countries of origin, including Morocco and Somalia. These Action Plans deal with migration as a consequence of fundamental inequalities, acknowledging that not everyone has equal opportunities in terms of wealth, human rights, democracy, etc.

The weakness of the Action Plans is to be found in their strong focus on combating irregular migration and their lack of focus when it comes to the protection of those persons for whom it is the only option. While CIDSE, Caritas Europa and Pax Christi International welcome the EU efforts to provide support for cooperation with countries of origin and transit, we fear that these actions focus too much on combating so-called irregular migration and on improving and investing in strategies to prevent migration.

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<sup>6</sup> In chapter IV. HUMAN RIGHTS, DEMOCRATIC PRINCIPLES AND INSTITUTIONS, GOOD GOVERNANCE AND THE RULE OF LAW, pt. 55

**Recommendations:**

- **The European Union should direct its efforts towards enforcing strategies aimed at eradicating poverty, improving living and working conditions, creating employment and meeting training needs – this should in the long term help reduce migratory movements.**
- **The EU's partnership with countries of origin should be used to develop a better balance between measures combating undocumented migration, measures protecting those in need of international protection and measures providing development assistance.**

**Most of the Burden Falls on Africa**

We acknowledge the European Union Member States' as well as the African countries' commitment to the protection of refugees and other persons in need of international protection. In practice, however, the responsibilities are not shared in a fair manner.

According to UNHCR, on 1 January 2001 Africa was home to an estimated 6.1 million persons of concern who fell under the mandate of UNHCR; Europe had about 5.6 million. In addition, the Cairo Declaration mentions the number of 20 million internally displaced persons on the African continent.

In the European Union there are on-going discussions about the concept of regional protection and about the resettlement of people in need of international protection. We welcome the intention to increase programmes for resettlement to the EU, while stressing that this can never replace the duty to deal in a fair manner with asylum-seekers. These debates are not satisfactory when it comes to material support provided by the EU for protection in the region. A system of sharing responsibility and providing protection in a fair manner on a global level is needed.

**Recommendation:**

- **The EU should ensure sufficient assistance to refugees and internally displaced persons in Africa, working closely with the UNHCR and human rights and development organisations. We encourage the EU to make strong efforts towards creating a system of fair responsibility sharing on a global level, especially in favour of poorer countries and particularly in Africa. The mandate of the UNHCR should be extended in order to allow formal assistance also for internally displaced persons and not only refugees.**

**Asylum and Immigration in the EU**

After the Amsterdam Treaty had entered into force, the European Council in Tampere expressed the European Union's strong commitment to establish a fair common European asylum system and a comprehensive immigration policy.

Since then the Council has agreed on the initial pieces of legislation such as

- Council Decision of 28 September 2000 establishing a European Refugee Fund<sup>7</sup>
- Council Directive 2001/55/EC of 20 July 2001 on minimum standards for providing temporary protection in the event of a mass influx of displaced

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<sup>7</sup> OJ L 252/12 of 6.10.2000

persons and on measures promoting a balance of efforts between Member States in receiving such persons and bearing the consequences thereof<sup>8</sup>

- Council Directive laying down minimum standards for the reception of applicants for asylum in Member States<sup>9</sup>.

At the same time, the European Commission came forward with proposals for a future EU asylum and immigration policy. Positive developments can be observed regarding cooperation with countries of origin. We acknowledge the new efforts towards fair treatment of third-country nationals and anti-discrimination activities as well as other recent actions undertaken to further integration.

Particular attention should be given to the family in the context of asylum and migration and support given to migrants in a way that preserves the family unit.

We welcome the European Commission's plans to make Europe a "welcoming society" with a humane, transparent and coherent immigration policy. We support the EU's intention to improve the living conditions of migrants legally established in the Union, its integration policy, which aims at securing migrants' rights and duties as citizens, and its policy of enhancing non-discrimination.

*Flawed decision-making*

However several principal weaknesses can be perceived. Decision-making in asylum procedures remains flawed, and public attitudes towards asylum seekers continue to be negative. Combating illegal immigration seems to overshadow the discussions about legal channels of migration and establishing a welcoming society.

*Inter-cultural dialogue*

From both the European and African point of view, migration can potentially be a good and positive phenomenon, which enriches the recipient countries culturally and which contributes significantly to their economies. It also provides opportunities for increased inter-cultural dialogue. At the moment EU countries are failing to exploit these positive factors by leaving migrants and asylum seekers without a definite status for long periods of time.

*Combating trafficking*

There is a vicious cycle: measures taken to combat irregular migration force those in need of protection towards dangerous options; tougher border controls cause the use of more sophisticated methods by trafficking networks in circumventing these controls. The most vulnerable are the very people seeking protection, who risk their lives in fleeing persecution or inhuman treatment.

Though acknowledging the efforts made by the EU and its Member States on preventing and combating trafficking in human beings, we feel that the issues of Victim Protection and Victims as Witnesses who co-operate with the authorities, are still guided by the primary interest of the Member State in having trafficked persons as witnesses, rather than being truly grounded on considerations of human rights.

Furthermore, there is no standard EU policy on the treatment of immigrants residing within the EU who have irregular status. At the moment each country sets its own legislation. EU policy focuses mostly on combating irregular immigration rather than on welfare concerns.

We discourage the EU countries from returning refugees to countries in Africa where there is unstable peace. We would like to see an EU vision of the role of civil society

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<sup>8</sup> OJ L 212/12 of 7.8.2001

<sup>9</sup> Inter-institutional file 2001/0091 (CNS): 8351/02 of 29 April 2002

where migrants are integrated into host country society, where migrants help migrants, and networks of solidarity are created.

***Recommendations:***

- **EU countries should agree on tougher penalties for institutions/individuals found to be exploiting legal and illegal immigrants in their countries. These should be in compliance with the UN Protocols supplementing the UN Convention against Transnational Organised Crime.**
- **The EU and its Member States should, guided by considerations of human rights, protect and care for victims of trafficking regardless if they co-operate or not with the Authorities.**
- **The EU should develop a policy on undocumented migrants currently living on its territory, based on respect for human rights and human dignity in order to prevent exploitation of these migrants.**
- **The EU Member States should grant asylum for those who are forced to flee their own countries under immediate threat of persecution.**

## FIGHTING HIV/AIDS

*The HIV/AIDS disaster in Africa*

The prevention of the spread of HIV deserves the highest priority among policy makers, both within Africa as well as in the donor community. Poverty, conflict, ignorance and despair have accelerated the HIV/AIDS pandemic in Africa. UNAIDS estimates that over 16 million people in Sub-Saharan Africa have already died, and another 28.5 million are living with HIV/AIDS.<sup>10</sup> In some countries over 30% of the adult population (and workforce) are infected. There are enormous social, economic and, above all, human repercussions arising from the impact of HIV/AIDS on individuals, families, households, communities and countries' economies.

*HIV/AIDS pandemic accelerated by poverty*

Conservative estimates indicate that the number of people living in poverty has increased by 5% as a result of the HIV/AIDS pandemic.<sup>11</sup> CIDSE, Caritas Europa and Pax Christi International believe that unless there is greater political will brought to bear on tackling HIV/AIDS, poverty eradication will never be achieved. Poverty makes individuals and communities more vulnerable to HIV infection, as people living in poverty have a diminished capacity to avoid risks. Just as poverty fuels the spread of HIV/AIDS, the reverse is also true: HIV/AIDS aggravates poverty, causing a gradual erosion of resources within families and communities.

*Women are more susceptible to the infection*

Gender inequality contributes to the spread of HIV/AIDS as, in many cases, women have limited control over their sexual life due to prevailing socio-economic and cultural systems. It is estimated that in 2001 women accounted for nearly 60% of new infections in Africa.

*Impact of the breakdown of the extended family*

The very fabric of those developing countries most affected by HIV/AIDS is being torn apart as the pandemic affects the most economically active sectors of the population, and its sheer scale had resulted in the breakdown of the extended family and other coping mechanisms which have traditionally existed in Africa.

*Effects of morbidity and high death rates on the economy*

At the International Conference on HIV/AIDS held in Barcelona in July 2002, the Director of the WHO HIV/AIDS Department predicted that 25% of the workforce in severely affected countries would die of AIDS-related illnesses by 2020. This would have serious repercussions on economic growth and poverty eradication, undermining the NEPAD initiative and the possibilities to attain the Millennium Development Goals.

*HIV in conflicts and disasters*

It is clear that HIV spreads rapidly in conflicts and in other circumstances that uproot people from their homes and families. It is imperative to raise awareness about how HIV is spread and for disaster preparedness strategies to incorporate awareness of HIV vulnerability into their procedures for every stage of the response to all emergencies. Such awareness should be integrated in humanitarian and peace programmes.

*Information about HIV/AIDS must be widely disseminated*

Political leaders in Africa are urged to inform the general public about the link between HIV and AIDS and ensure that correct information about HIV/AIDS is disseminated, especially in areas where the traditional education system is no longer working.

*Access to treatment*

In the EU and other industrialised regions, the advances made in antiretroviral (ARV) drug treatments combined with other means of ensuring care and well-being have meant that the 0.5 million HIV-infected people in Western Europe can continue to lead productive and active lives. UNAIDS estimates that fewer than 30,000 of the 28.5 million affected people in Sub-Saharan Africa have access to ARV drugs. The impact of AIDS on life expectancy in Africa is particularly alarming. According to UNAIDS figures published in 2001, life expectancy at birth in Botswana, Malawi, Mozambique and

<sup>10</sup> Report on the Global HIV/AIDS Epidemic UNAIDS, Geneva (2002)

<sup>11</sup> UNAIDS (2001) Fact Sheet on AIDS and Development for UNGASS, Geneva

Swaziland has declined to less than 40 years. In Botswana, one out of three persons is HIV-positive.

*Access to affordable drugs*

Developing countries do not have access to even the most basic medicines to treat opportunistic infections such as tuberculosis. The necessary supportive infrastructure, where health facilities battle for the most basic generic drugs, is also lacking. Moreover, HIV/AIDS is also a trade issue – the pharmaceutical industry is one of the most concentrated industries in terms of market domination by transnational corporations (TNCs). Patents protect many HIV/AIDS drugs and their production, marketing and sale is being exclusively controlled by those TNCs. The cost of antiretroviral drugs is beyond the reach of the majority of people in developing countries that need them most. The recent WTO Declaration on TRIPs and Public Health, however, has been welcomed as an important milestone in clarifying that public health concerns override patent rights. This Declaration opens the door for developing countries' ability to produce patented medicines locally, or import them at lower costs from other developing countries that have the productive capacity. The WTO declaration, however, applies to a disappointingly narrow range of drugs.

*Funds to improve health care systems through increased debt relief*

A combination of prevention and treatment is needed in order to curb the HIV/AIDS pandemic in Sub-Saharan Africa. Uganda is an example of what is possible. Through supporting education and prevention programmes and through strong political leadership, the prevalence of HIV and the number of new infections has been reduced in Uganda. Our networks welcome the so-called 2001 OAU Abuja Declaration, in which African Heads of State resolve to spend at least 15% of their annual budgets on improving their health sectors. We believe that debt relief is an important way to free funds that could be used to improving African health care systems and that the so called Poverty Reduction Strategy Papers (PRSPs) should prioritise HIV/AIDS programmes.

**Recommendations:**

- **Resources, both human and financial, need to be increased – using new and additional funds – within a multi-sectoral, pro-poor approach, aimed at prevention, care (including the availability of both essential medicines and anti-retroviral therapies) and public awareness raising.**
- **The EU should assist in combating the HIV/AIDS pandemic through supporting local and national strategies that include thorough, effective, community-based prevention and care programmes, paying special attention to women and vulnerable and orphaned children. Civil society stakeholders, including people living with HIV/AIDS, should take a full part in formulating these strategies.**
- **The EU should ensure that the Global Health Fund establishes feasible and effective access requirements for governments, NGOs, and organisations of people living with HIV/AIDS, and enhances the capacity of national governments to use the Fund effectively to meet the needs of all those affected.**
- **EU leaders should, as a matter of urgency, meet their commitment, as expressed in the June 2001 UNGASS Declaration, to address the issue of HIV/AIDS and conflict – especially in humanitarian assistance to affected and displaced populations, paying special attention to women.**
- **The EU should significantly expand its resources for developing appropriate vaccines and antiretroviral drugs, which in turn are accessible and affordable to the widest possible range of people, particularly the poorest. The same is true for the provision of generic medicines to treat opportunistic diseases, such as tuberculosis.**

- **We support the 2001 resolution of African Heads of State to spend at least 15% of their annual budgets to improve their health care systems and we urge them to spend more on awareness raising and spreading the correct information about HIV/AIDS.**

## TRADE

### *Trade and poverty*

Trade and sustainable development are fundamentally matters of social and economic justice. In theory, international trade has the potential to increase growth, and contribute to reaching the Millennium Development Goals (MDGs), if only rules and structures exist that ensure that the benefits from trade are shared more equally between and within countries. However, the current system of trade rules is biased against the interests of poorer countries, particularly those in Africa. In addition, they are not flexible enough in many areas to allow poor countries to develop and implement trade policy consistent with both short and long term poverty objectives. Therefore, a new system of trade rules is urgently called for, one which places trade at the service of poverty eradication and sustainable development.

### **Africa, Europe and International Trade**

#### *Africa and global trade liberalisation*

Africa has 12 percent of the world's population but accounts for only one percent of its exports, which stands today at one quarter of the share it enjoyed in the 1970s. Three quarters of these exports is made up of primary commodities, the value of which has slumped in recent years, leading to severe increases in poverty. The erosion of Africa's share in world trade between 1970 and 1993 represents an annual income loss of US\$68 billion.<sup>12</sup> While they face an increasingly hostile international trading environment, African countries also face intense pressure from the international financial institutions, the WTO and donor countries to liberalise markets in goods and services. However, without adequate infrastructure linking them to markets in a meaningful way – whether it be through transport, micro-credit systems, education or information – the poor simply cannot take advantage of the new opportunities increased trade could potentially offer. Indeed, they commonly carry the costs without the benefits.

#### *EU trade and agricultural policies and dumping*

Compared to African markets, European markets remain relatively protected by tariff and non-tariff barriers in those areas of greatest potential export interest (agricultural and value-added agricultural products), especially for non-LDC imports and added-value products. Moreover, some of the internal EU policies have detrimental external impacts, in particular its Common Agricultural Policy. Rich countries subsidise their agricultural products to the tune of \$1 billion each day,<sup>13</sup> leading to massive over-production of agricultural products that are dumped<sup>14</sup> on African economies. This drives down prices on national, regional and world markets. Small farmers, who are often among the poorest members of society, are being forced to compete against heavily subsidised goods from EU and other developed countries. It is therefore important that the EU adopts measures that fundamentally reform its Common Agricultural Policy, reducing all agricultural subsidies, including putting an end to agricultural export subsidies and dumping.

### **Open Trade and Outward Looking Economies**

#### *Open trade ...*

In the April 2000 Cairo Declaration, EU and Africa leaders welcomed progress made by a large number of African countries towards more outward-oriented economies, whilst the current trend towards liberalisation poses serious challenges to African countries in an era of continuous decline in the value of Africa's share of world trade. They therefore stressed the need to define policies that will reverse the marginalisation presently experienced by African countries within the world economy. Both NEPAD (the New Partnership for Africa's Development) and the Cotonou EU-ACP Partnership Agreement

<sup>12</sup> *Can Africa Claim the 21<sup>st</sup> Century*, 2000, World Bank, Washington

<sup>13</sup> *Rigged Rules and Double Standards in International Trade*, Oxfam International, May 2002, see [www.oxfam.org.uk](http://www.oxfam.org.uk).

<sup>14</sup> Sold at prices below the cost of production.

support the opening up of Africa's markets. In addition, NEPAD's focus is very much on improved African market access to European and North American markets in particular, through the removal of trade barriers in those regions.<sup>15</sup>

*...or managed trade*

This is all in line with the dominant neo-liberal paradigm, which teaches that all developing countries should adopt liberal trade policies as part of an export-oriented model of economic growth. This model is not and has never been a panacea for poverty eradication, the key objective of EU development policy. Free and open trade actually often tends to increase poverty. What is needed for poor countries is managed trade, with the necessary protection when building up industries and gradual openness when the right conditions (not just the right policies!) are put in place.<sup>16</sup> This was the model employed successfully both by Europe itself as well as successful developing countries such as the Asian 'tigers'.

*Free access for LDCs*

Meanwhile, the EU launched its 'Everything But Arms' initiative for LDCs, which provides duty free access of all goods except arms into the EU market, with long transition periods for rice, sugar and bananas. Despite this initiative African exports continue to be limited from that market by a range of non-tariff barriers. Moreover, African states are still waiting for a simplification of the rules of origin as promised by the EU in Cairo. The duty free access for LDCs is being eroded by the reform of CAP. For example, the proposed 50% reduction of the EU rice price will greatly reduce the value of the preferential access.

It must be said that improved market access is not the solution to all problems. In any event, only those African countries with a strong export capacity and ability to meet the increasingly stringent health and safety requirements will possibly benefit from fairer terms of trade. The central problem for Africa in the global trading system is the removal of protections to their markets on trade in industry, services, and agriculture by the WTO, and regionally by the EU, leading to increased food and economic insecurity. The model of open trade and export-oriented growth promoted by the EU ignores the need for several African countries to address food security by focusing on policies supporting subsistence farming and small-scale production for the local market. These products require protection from unfair competition by subsidised products originating from the EU and other developed countries, notably the USA.

*Dependency on EU exports*

The EU has always sought to highlight how EU export policies provide cheap food to developing countries' consumers. However this ignores the fact that it leaves recipient countries vulnerable to external fluctuations in food prices. Without a sustainable domestic agricultural sector, developing countries may find themselves dependent on imports that contravene their health, nutritional, environmental and cultural norms.

### **Negotiations for New EU-ACP Trading Arrangements**

*Creating the conditions under which integration into*

On 27 September 2002, the EU Member States and 77 ACP countries started a five-year process of negotiations aimed at establishing new EU-ACP trading arrangements. According to the Cotonou Agreement's article 37(1), so-called Economic Partnership

<sup>15</sup> For a comprehensive discussion and critique on NEPAD, see South African Council of Churches (SACC) and the Southern African Catholic Bishops' Conference (SACBC): *Un-blurring the vision: An assessment of the New Partnership for Africa's Development*. See also: CIDSE-Caritas Internationalis (June 2002), *A Participatory Approach to Partnership's for Africa's Development* ([www.cidse.org/pubs/nepadeng.pdf](http://www.cidse.org/pubs/nepadeng.pdf))

<sup>16</sup> The sequencing of having conditions in place before market opening is crucial importance. Joseph Stiglitz recently commented that countries need to ensure that supply-side constraints have been addressed, so that new jobs and income earning opportunities are created at a faster rate than the process of liberalisation destroys jobs in protected industries. See Joseph Stiglitz, *Globalisation and its Discontents*, 2002, p.73

*the world economy can benefit poverty eradication*

Agreements (EPAs) will be negotiated between the EU on the one hand and regional groupings of Sub-Saharan African, Caribbean and Pacific countries on the other.<sup>17</sup> In June 2002, both the EU and the ACP adopted their negotiating mandates.<sup>18</sup> Moreover, in March 2002 the ACP-EU Joint Parliamentary Assembly adopted the *Cape Town Declaration on the ACP-EU Trade Negotiations*. CIDSE, Caritas Europa and Pax Christi support the Declaration's perspective that the forthcoming negotiations must clarify under what conditions African economies can effectively integrate into the world market in ways that will promote the fight against poverty. Despite the EU enthusiasm about EPAs, it is as yet unclear how new trading arrangements based on reciprocal free trade can actually help transform ACP economies to create the right conditions to make economic integration effectively promote sustainable forms of poverty-focussed development in Africa.

### Special and Differential Treatment (SDT) in the WTO

*Need for meaningful SDT provisions based on development criteria*

The aim of SDT should be to provide a mechanism for developing countries to implement trade policies that allow them to realise their development goals. Historical evidence illustrates that it is vital for developing country members of the WTO to retain and enhance their capacity to utilise a variety of trade policy instruments. SDT must be designed to allow and encourage them to do so; use of SDT provisions must be based on development criteria rather than arbitrary time periods. While European and other OECD countries have been assiduous in promoting "two-track" approaches to trade rules in the WTO when it has been in their interests, as in the Agreement on Agriculture, they appear anxious to limit the use of such approaches in the discussions on SDT. It is unacceptable to deny developing countries the right to flexibility in trade policies when the rich countries themselves, have safeguarded their own flexibility, often to the detriment of developing countries. Without mandatory, legally binding, enforceable commitments by all WTO members to implement effective SDT, any prospect of a "development round" will remain a sham. As a first step, the EU should endorse the proposal for a "development box" in the Agreement on Agriculture, as an example of enforceable SDT that involves granting developing countries flexibility to meet their developmental objectives and protect vulnerable farmers. In addition, other border measures may be necessary for developing countries, such as tariffs or quantitative restrictions – the levels of which could be linked to the levels of EU agricultural subsidies. This should be made possible during the Doha round of WTO negotiations, which are expected to be concluded by 2005.

*... and for border protection*

*LDCs: positive discrimination*

SDT should also include the positive discrimination in favour of LDCs, ensuring that LDCs retain their rights to non-reciprocal trade preferences. According to the EU negotiating mandate, LDCs (over half of the ACP group - the overall majority in Africa) would only be accorded special treatment with regard to a "delayed start" of implementation and a "slower pace" of tariff dismantling.

### Market Access and Non-Trade Barriers

*Free access for*

The above-mentioned *Cape Town Declaration on the ACP-EU Trade Negotiations* underlines the importance of ensuring that no ACP state is left worse off in terms of market access under any successor arrangements to the current Cotonou provisions. Rather than a commitment to "further improve current access to its markets for products

<sup>17</sup> EPAs will not be the only option for ACP countries. In 2004, countries that do not wish to enter into an EPA can be offered alternative trading arrangements. Although any new trading arrangement will have to be WTO-compatible, what exactly this entails will only be known in January 2008 when the EU-ACP arrangements are expected to be in effect.

<sup>18</sup> CIDSE, together with other Brussels-based development NGO networks, has developed a critique on the draft EU mandate: [www.cidse.org/pubs/CIDSEmandate.pdf](http://www.cidse.org/pubs/CIDSEmandate.pdf)

*all ACP products* *originating in the ACP countries”* (as is stated in the EU mandate), the EU should grant duty free access to its markets to all products originating in the ACP countries. We welcome that the EU considers providing quota- and tariff-free access to their markets for all imports from ACP countries, including agricultural products, textiles and garments, and preventing the escalation of tariffs on processed goods. Since there is likely to be opposition from non-ACP developing countries, the EU together with ACP partners seek the necessary waivers and permissions for granting such improved market access for ACP countries at the WTO.

*Standards and rules of origin* In addition, while respecting underlying EU concerns with regard to third-country abuse of preferential trading arrangements, the application of the arrangements for rules of origin should be examined so as to encourage new investment in ACP countries. Moreover, regulatory measures should be designed and implemented in ways, which minimise the extra economic costs placed on small-scale ACP producers and exporters. The EU should initiate consultations on the application of sanitary and phytosanitary standards and other regulations, which act as an impediment to ACP exports, with a view to facilitating exports from ACP countries.

### **Market Access and Capacity to Supply**

*Need for effective delivery of programmes that address supply-side constraints* Complete access to the EU market for all products from all ACP countries would not help much unless supply constraints are addressed. Such constraints, including lack of appropriate physical and service infrastructure, also hamper access to local and regional markets. This would require co-ordinated and integrated country-specific programmes which reach beyond the current instruments and approaches applied under existing ACP-EU cooperation arrangements. Our networks support the call of the *Cape Town Declaration* for a systematic review of the successes and failures of existing programmes with a view to ascertaining the effectiveness of various types of interventions under different circumstances as well as a review of existing institutional arrangements for extending assistance so as to determine which institutional delivery mechanisms have proved most effective.

*Address the specific constraints of women* As in many ACP countries, women face particular problems in accessing the economic resources essential for their effective participation in a liberalised trading environment. We call for the establishment of programmes designed to address such constraints, which are gender-sensitive and seek to systematically improve access of women to economic resources. While addressing these constraints, account will have to be taken of the effects of the introduction of any reciprocity in trade relations with the EU on infant industries in ACP countries, so as to avoid the closing off of areas of potential growth and structural development. Additional assistance will also be required to enhance the human and institutional capacities of ACP countries to deal with trade related issues, through the provision of secure and predictable financial and technical assistance.

### **Recommendations:**

- **The EU should reform its Common Agricultural Policy, in order to minimise negative external impacts on developing country farming. The EU should reduce its agricultural subsidies, including the immediate elimination of agricultural export subsidies and dumping practices.**

- **Special and Differential Treatment measures should be made mandatory, legally binding and enforceable through the WTO's dispute settlement mechanism. As a first step the EU should support the early introduction of proposals such as the 'Development Box' in the Agreement on Agriculture. Agricultural trade rules should be re-designed in order to enable developing countries to address their development needs, including food security and rural development as well as staple food production.**
- **The EU should provide quota- and tariff-free access to their markets for all imports from ACP countries, simplify the rules of origin and limit other non-trade barriers that prevent ACP products, in particular in those areas of greatest potential export interest (such as processed and semi-processed agricultural goods), from entering the EU market.**
- **The EU should double its efforts to support programmes aimed at enhancing the supply capacity of ACP states, including programmes that help these countries to meet the increasingly stringent health and safety requirements.**
- **The EU should increase its efforts to address the particular constraints which women face in accessing the economic resources essential for their effective participation in a liberalised trading environment.**

## FINANCE

### *More resources are needed*

Official development assistance to Africa declined from nearly 11% of Africa's GNP in 1994 to only 5% (US\$14.2 billion) in 1997.<sup>19</sup> In Cairo, whereas African and EU parties reaffirmed their commitment to halve world poverty by 2015, they only agreed to "sustain" ODA flows. However, without additional resources Africa will not be able to develop at a pace that will significantly reduce the level of poverty.

### *0.7% target – a minimum standard*

We welcome the EU decision to increase average ODA from 0.27% to 0.39% of GNP by 2006, with all Member States aiming for a minimum of 0.33 % by the same year.<sup>20</sup> However, this is far below the internationally agreed 0.7% target, a target that sets a minimum standard rather than a ceiling. Denmark, Luxembourg, the Netherlands and Sweden are currently meeting this target, and Ireland (by 2007), Belgium (by 2010) and France (by 2012)<sup>21</sup> intend to meet it as well.

### *Untied Aid*

Often development aid is 'tied', which means that it is granted on the condition that the funds are spent buying goods and services in the donor country. CIDSE, Caritas Europa and Pax Christi International call for the untying of aid and we support the EU's further implementation of the 2001 OECD Development Assistance Committee recommendation to establish untied aid.

### *Aid harmonisation*

As regards aid harmonisation, we would endorse the Cairo agreement that procedures must be harmonised in order to reduce burdensome transaction costs resulting from donor management systems and parallel accounting. We welcome the EU's intention to implement measures to coordinate policies and harmonize procedures before 2004.

## Possible Alternatives for Resource Mobilisation

### *Currency Transaction Tax*

Our networks advocate for the introduction of a so-called currency transaction tax (CTT), the application of which would raise revenues for social and sustainable development purposes, stabilise financial markets and provide protection against major currency crises. It would also readjust the fiscal burden on capital in relation to labour.

### *CTT feasibility studies undertaken*

In October 2000, the EU-ACP Joint Parliamentary Assembly passed a resolution which called "on the major industrialised countries, and, notably, the European Union, to introduce a tax on capital transfers as proposed by Professor Tobin". In 2001, under the Belgian EU Presidency, the ECOFIN decided to request the EC to commission a study on *The Challenges of Globalisation, including the CTT*, the results of which were published in February 2002.<sup>22</sup> This report formed the basis of the EU position for the UN Conference on Financing for Development in March 2002. In reaction to this report, the German government presented a study on "the Feasibility of the CTT at EU level"<sup>23</sup> at a side event in Monterrey.

<sup>19</sup> United Nations Economic Commission for Africa (ECA), 2000 (cf. [www.uneca.org](http://www.uneca.org))

<sup>20</sup> Statement by H.E. José Maria Aznar, President of Spain on behalf of the European Union, at the FfD Monterrey Conference, March 2002: [www.un.org/ffd/statements/aznarE.htm](http://www.un.org/ffd/statements/aznarE.htm)

<sup>21</sup> Statement by Jacques Chirac at the UN World Summit for Sustainable Development, Johannesburg, September 2002: [www.elysee.fr/actus/dep.htm](http://www.elysee.fr/actus/dep.htm)

<sup>22</sup> The study is available on the Internet: [www.globalpolicy.org/socecon/un/unctad/2002/0228euglobal.htm](http://www.globalpolicy.org/socecon/un/unctad/2002/0228euglobal.htm)

<sup>23</sup> Study on the feasibility of a tax on foreign exchange transactions, by Prof. Paul Bernd Spahn, February 2002, available at: [www.wiwi.uni-frankfurt.de/professoren/spahn/tobintax/](http://www.wiwi.uni-frankfurt.de/professoren/spahn/tobintax/)

<sup>24</sup> "The Feasibility and Impact of Taxation for Development Assistance on International Capital Transactions", European Parliament Directorate General for Research, Development Series DEVE 104EN, March 2002

In the European Parliament (EP) the “Capital Tax, Fiscal Systems and Globalisation” Intergroup organised a hearing in 2001 on the Tobin Tax and the EP commissioned a study which was published in March 2002.<sup>24</sup>

At national level, the French parliament adopted an amendment to the 2002 Law of Finance on the principle of a tax on currency transactions, meaning that a CTT could be implemented but at the EU level only. Belgium is moving into the same direction.

**Recommendations:**

- **We urge Austria, Finland, Germany, Greece, Italy, Portugal, Spain and UK to increase real ODA flows to 0.7% of GNP as soon as possible, within a defined timeframe, and by 2007 at the very latest. A minimum target of 0.15 to 0.20% GNP should be made available for Least Developed Countries (LDCs), thirty-four of which are in Africa.**
- **Development assistance should be untied. Loans should be replaced by grants in particular where they are used to tackle emergencies, to invest in post-conflict reconstruction or to combat social devastation resulting from economic crises.**
- **Procedures should be harmonised in order to reduce burdensome transaction costs resulting from a variety of donor management and parallel accounting systems.**
- **The EU and its Member States should further explore options for new and innovative resources and further support efforts to implement a Currency Transaction Tax at the EU level.**

**More Efforts in Debt Relief**

*Unpayable debts are a moral challenge*

International debt is today a major obstacle to human development, forcing the world’s most impoverished countries to use scarce resources for purposes other than meeting the most basic human development needs. External debt is a complex policy issue that carries with it a profound moral challenge. This challenge arises from the pernicious way in which the unpayable debts of the world’s poorest countries affect the dignity, human rights and welfare of some of the most vulnerable women, men and children in our global community.

*HIPC2 is fundamentally flawed*

Debt relief is an efficient and effective form of resource flow. It acts as a financial inflow supporting and enhancing African governments’ budgets. An increase in the amount of debt relief and the enlargement of the group of countries eligible for debt cancellation are urgently needed. CIDSE, Caritas Europa and Pax Christi International believe that the current official debt relief mechanism – the enhanced *Heavily Indebted Poor Country* (so-called HIPC2) *Initiative* – is fundamentally flawed in its approach to calculating how much debt relief can be written off. The use of arbitrary cut-off dates by some creditors makes the objective of debt sustainability conditional on creditors’ considerations of what constitutes eligible debt,<sup>25</sup> while unreasonable assumptions are applied in assessing future debt sustainability thresholds.<sup>26</sup> Furthermore, actual debt servicing reductions for the graduate HIPC countries are estimated to be on average between 27-33%. This level of reduction will not provide the additional levels of finance commensurate with meeting the challenges of poverty eradication.

<sup>25</sup> Creditors - principally Japan, Germany and France have diluted resource flows from HIPC2 debt relief. This group insist that the stock of debt eligible for cancellation should be restricted to debts accumulated before countries first approached the Paris Club for debt relief – the so-called cut off date. The 100% debt reduction is limited to pre-cut off debts only.

<sup>26</sup> The calculation of a HIPC’s Net Present Value (NPV)-to-exports threshold is made by predicting future export income from retrospective analysis of export performance. The steep fluctuations in global commodity prices make this an inaccurate predictor of future earnings and hence future debt sustainability.

**Recommendations:**

- **Debt sustainability analyses should focus on the feasible revenue available to governments and should be balanced against the costs of financing poverty reduction programmes. Only then should the part of any remaining government revenue be considered for debt servicing. With the Millennium Development Goals, the international community has agreed clear targets for poverty reduction and has therefore an obligation to ensure that the requisite resources are available to meet their needs.**
- **If governments retain their own income to finance international development targets, there will have to be a 100% debt cancellation for most African countries and some write-offs for middle-income states alongside additional aid flows.**

**A “Fair and Transparent Arbitration Procedure” Should Be Considered<sup>27</sup>**

The last two decades have seen the economic prospects of many developing countries thwarted by debt crises. Creditors have responded with a series of piecemeal but ultimately unsatisfactory mechanisms. Since the 1980s, various solutions have been proposed by commercial creditors (in the so-called Brady initiative), by sovereign creditors (with differing Paris Club arrangements) and, more recently with the Heavily Indebted Poor Country (HIPC) Initiative. The 1990s also witnessed the growing severity and frequency of debt crises for middle-income countries. There is now a greater diversity of creditors (including banks, bond issuers, trade financiers) involved in restructuring exercises. Collective action and coordination is therefore difficult to achieve. Mounting public sector costs and complexities associated with private sector bailouts have added to the pressure for a more comprehensive approach and for burden sharing between creditors, particularly the “bailing-in” of private sector creditors. This has resulted in the IMF putting forward proposals for a sovereign debt restructuring mechanism (the so-called SDRM) where the principles of domestic insolvency procedures are applied to sovereign countries.

As international development and advocacy agencies that focus on the anti-poor consequences of debt crises, we have long advocated that the current domination of creditors over the timing, pace and depth of debt relief mechanisms “should be replaced by a transparent procedure for fair and equal relationships between debtors and creditors”. An “international procedure” where “neutral courts of arbitration” are established is a mechanism favoured by CIDSE, Caritas Europa and Pax Christi International as a way of providing a durable solution to this problem.<sup>28</sup> The new IMF initiative aims to be a first step towards establishing an orderly debt workout mechanism, but so far does not take into consideration essential NGO concerns such as: civil society participation, protection of debtor’s basic needs, transparency of the process, comprehensiveness (including e.g. also the Paris Club donors).

**Recommendation:**

- **A comprehensive fair and transparent arbitration procedure should be established that is open to ALL debtor countries. This should contain four key elements: an independent arbitration panel with binding decision-making powers, the right of all stakeholders and particularly civil society representatives of the affected countries to be heard, the protection of the debtor’s basic needs and the institution of an automatic standstill of debt servicing once the case is opened. The whole process, including the decisions of the arbitration panel, should be made public.**

<sup>27</sup> “The Case for an International Fair and Transparent Arbitration Process”, a CIDSE/Caritas Internationalis Background Paper, September 2002

<sup>28</sup> CIDSE & Caritas Internationalis, “Putting Life Before Debt” (1998), p. 17

## **Reforming the PRSP Framework and World Bank-IMF Roles**

The World Bank and International Monetary Fund (IMF) have launched a new “Poverty Reduction Strategy” framework for all donor financing and debt relief. The requirement for recipient governments to produce Poverty Reduction Strategy Papers (PRSPs) in return for debt relief and donor financing marks a potential departure from the conditionality-laden Structural Adjustment approach.

Our networks have, in good faith, accepted that the PRSP brings together a policy framework with the potential to bring the voices and interests of impoverished people into the key economic and political decision-making processes that most affect their lives. However, from our preliminary assessment of the current framework and the experience of the first PRSP graduate countries we argue that there are fundamental aspects of the policy framework that have to be redesigned, with the World Bank and IMF needing to institute a series of urgent reforms. These must include: surrendering the sole power to approve or reject Poverty Reduction Strategies; seeking a clearer understanding of the concept of “pro-poor growth”; transforming the approach to structural adjustment in both concept and practice; publicly disclosing all documents related to PRSP and corresponding structural adjustment loans in advance of their approval; making the process of civil society participation as well as its substantive contribution a key criterion for PRSP approval; investing in programmes that strengthen the capacity of governments as well as civil society to plan and implement nationally owned PRSP.

We also see an urgent need to continue efforts to broaden and strengthen the participation of African and other developing countries in international decision-making, including participation at institutions such as the World Bank and the IMF.

### ***Recommendation:***

- **In order to set the PRSP on a clearer path toward producing genuinely pro-poor outcomes, the EU should use its influence to promote urgent reforms of the roles of the World Bank and IMF. The EU should also use its influence in the International Financial Institutions to promote further reform efforts in the IMF and the World Bank, aimed at broadening and strengthening the participation of developing countries.**

## GOVERNANCE

Good governance is an essential component of sustainable development. However, the obligation and need to pursue good governance do not apply exclusively to developing countries. The forced resignation *en masse* in 1999 of the college of the European Commissioners following a report on mismanagement, underscores this.

The issue of governance is a relatively new one. In the EU-ACP context, it was one of the most contentious issues in the negotiations for the Cotonou Agreement, when it was agreed to include governance criteria such as tackling bribery and corruption - alongside human rights, democracy and the rule of law - as 'essential elements' in the new Partnership Agreement. This means that if these criteria are deemed to be breached, the whole of the Agreement could be suspended (although in practice this usually means that the EU would freeze development assistance to the government in question).

### Corruption and Bribery

The recognition that *good governance* is a complex and multifaceted concept has been largely absent from EU deliberations. The EU focuses particularly on the corruption side of the bad governance equation, with *good governance* often being referred to as 'lack of corruption'. While corruption is very much a problem, it is only one element of good governance and it is linked to bribery - the 'supply side' of the corruption cycle. Attempts to combat corruption in impoverished African countries demand a corresponding and equal concerted effort to eliminate bribery emanating from European countries. The 1999 OECD Anti-Bribery Convention, signed by 34 leading industrialised countries, makes bribery an extraditable, criminal offence. However, it lacks adequate enforcement, policing and publicity. In relation to international finance, one concrete step which the EU and its member states could take in the absence of multilateral progress on this wide agenda is to pass legislation modelled on the US Money Laundering Act 1999, which seeks to prevent the United States being used as a money laundering safe haven for illegally acquired funds.

### Supporting the Development of Strong Governance and Institutions

*EU should support the strengthening of institutions in developing countries to enhance good governance*

The EU in its relations with Africa through and beyond Lomé negotiations has failed to make a proper distinction between bad and weak governance, the latter being a constraint facing many African countries. Yet it is impossible to talk sensibly about good governance without addressing the fundamental capacity problems in developing countries: the capacity to manage government portfolios, to participate effectively in complex international negotiations, to run an effective legal and judicial system, to have a competent well-trained civil service, to have a well-run financial and banking system and to have well-trained and well-managed social service sectors. All these are elements of good governance and are often the areas where developing countries, particularly the poorest, find themselves at a distinct disadvantage. Equally important is the need to have effective controls - not just at government level but also at civil society level - so that fundamental policy issues can be analysed and competently challenged. If the EU is serious about promoting good governance, these capacity deficits need to be systematically addressed. Under such a scenario, support for capacity-building to enhance good governance is a much more appropriate response than the purely punitive approach, which provides the donor community with reasons to reduce their development assistance.

## Multi-Level, Multi-Actor Governance

The issue of good governance is a critical one but one which should be a matter of debate not just between politicians or government negotiators but for all citizens who have a stake in how their country's resources are responsibly managed, based on principles of justice, equity and dignity. Moreover, it is a discussion that is not confined to the level of the state. What is urgently needed in this era of globalisation is a new global architecture for managing the world's affairs, both economic and political. It is particularly with regard to this issue that a common and concerted EU voice is at present largely absent. The White Paper on EU Governance is a useful initiative not only to improve internal EU governance, but also to enhance the role of the EU in global governance.

### *Recommendations:*

- **The EU should engage itself in a debate on good governance, which in order to be meaningful would require greater clarity and a broad consensus on the definition of good governance. A clear differentiation should be made between bad and weak governance. The EU should urgently address the inadequate remuneration and poor training of public service workers, which are contributing factors to weak governance.**
- **Bribery does not entirely explain corruption but should be accorded the same rigorous scrutiny and action devoted to corruption. In this regard, businesses should be made aware of the OECD Anti-Bribery Convention and the criminal penalties accompanying it.**
- **EU member states should pass legislation modelled on the US Money Laundering Act 1999 which seeks to prevent the US being used as a money laundering safe haven for corruptly and illegally acquired funds.**
- **The EU should assist developing countries to build their capacity to participate effectively in international forums.**

## The Role of Civil Society

Civil society is a crucial actor in governance and can play a very valuable role in shaping decisions, while not in actually taking them. "*Civil society organisations*", as the African and European Heads of State and Government noted in Cairo, "*are important pillars of a democratic and stable society*". Moreover, the Cairo Summit participants recognised the role of NGOs in creating and maintaining a vibrant civil society and "*guaranteed the full participation of our people in the decision-making process*".

*Participation  
a right and a  
duty*

CIDSE, Caritas Europa and Pax Christi International believe that the full participation of impoverished people is a crucial determinant of the success of programmes and policies that profoundly affect their lives. We further believe that all stakeholders have a right and duty to participate in the decisions that affect their households, community and nation. By doing so, these people exercise a right to which they are entitled as the authors of their own development. They increasingly move from structures that are determined by others towards increased self-determination.

Participation can be fully effective only when the participants in or owners of political processes are able to represent their interests adequately. This requires knowledge of the rules, resources for the definition and articulation of political positions, and experience of political negotiation processes.

*NEPAD has  
failed to*

The NEPAD initiative has been criticised by southern African civil society organisations in particular as a classic example of a top-down exercise, excluding civil society. As the Southern African Catholic Bishops' Conference (2002) noted: "*NEPAD completely failed*

*include civil society* to meaningfully engage with communities and civil society organisations concerning its process and content. ... It is not informed by the lived experience, the needs and knowledge of the communities it is meant to represent in a new vision for Africa's development. There can be no sustainable development without the participation of the communities affected."<sup>29</sup>

**Recommendations:**

- **The effective participation of affected people and groups in all development cooperation must be ensured by the EU in its cooperation with Africa.**
- **African governments must further intensify the dialogue with civil society and, together with the EU, support a framework that will allow development programmes, economic policy and political governance to be critically monitored by civil society.**

**The PRSP Process and Civil Society Participation**

*Participation of civil society in PRSPs a prerequisite for their success*

We believe that if poverty reduction strategies are genuinely to address the broader dimensions of poverty - including insecurity, vulnerability, gender inequalities and access to opportunity, employment, assets and welfare - then the empowerment and the participation of impoverished people in key decision-making processes is an essential prerequisite for their effectiveness.

In many African countries, civil society – comprising representatives from the worlds of science, media, culture, NGOs, trade unions, the Churches etc. – has been actively involved in the drafting of PRSP. The involvement of these actors is also necessary during the implementation stage.

The experience of civil involvement in PRSP processes clearly demonstrates that successful participation depends on various requirements being met. There must be clear agreements with civil society concerning participation procedures. Sufficient time must be set aside for participation in the PRSP process and freedom of opinion and of the press must be assured.

From the point of view of the civil society representatives involved, it is important that sufficient resources for accessing and analysing information, and for lobbying and campaigning activities, are available. Time and space for processing this information, critically reflecting on political concepts and developing independent positions must be guaranteed and physical and legal access to public debates must be assured.

**Recommendations:**

- **Representatives of civil society should be involved in future Consultative Donor Group meetings.**
- **The capacity of members of civil society to engage in meaningful PRSP dialogue should be developed through training programmes.**
- **The organisation and networking of civil society should be promoted so as to facilitate and strengthen the dialogue required.**

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<sup>29</sup> *Unblurring the Vision. An Assessment of the New Partnership for Africa's Development*, SACBC, 2002, p.12

## **Budget Analyses and Monitoring**

Another area of civil society involvement is the participatory formulation of public budgets. Here, citizens participate in decision-making on the distribution of public funds or formulate an alternative budget. The complementary knowledge and experience of state institutions and civil society groups must be used to best effect in such activities.

In several countries, experience is being gathered in the introductory stages of this process. In these cases, national budgets are being analysed and monitored. Representatives of civil society draw up a document that compares the planned distribution of budget funds with the government's social obligation in order to ensure that social sectors are adequately taken into account. In order to monitor the budget, citizens compare actual expenditure with budgeted expenditure.

Pre-requisites for successful budget monitoring include competent intermediary participants (e.g., NGOs) who have at their disposal the methodological tools for monitoring and can pass these tools on to marginalized citizens (indigenous peoples, the poor, etc.). Targeted capacity-building and organisational assistance would be required.

Other monitoring activities might include the formulation of priorities regarding the social sectors, the analysis of specific development programmes, and the monitoring of national or regional poverty indicators and their trends.

### ***Recommendations:***

- **A legal framework should be created with the assistance of the EU, which promotes the involvement of citizens in participatory budget monitoring processes. African and European should facilitate the participation of civil society by introducing civic education measures and provide civil society groups with relevant training opportunities and the means to access them.**

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## APPENDIX 1

# UN MILLENNIUM DEVELOPMENT GOALS

*By the year 2015 all 189 United Nations Member States have pledged to meet these goals:*

### 1) Eradicate extreme poverty and hunger

- Reduce by half the proportion of people living on less than a dollar a day
- Reduce by half the proportion of people who suffer from hunger

### 2) Achieve universal primary education

- Ensure that all boys and girls complete a full course of primary schooling

### 3) Promote gender equality and empower women

- Eliminate gender disparity in primary and secondary education preferably by 2005, and at all levels by 2015

### 4) Reduce child mortality

- Reduce by two thirds the mortality rate among children under five

### 5) Improve maternal health

- Reduce by three quarters the maternal mortality ratio

### 6) Combat HIV/AIDS, malaria and other diseases

- Halt and begin to reverse the spread of HIV/AIDS
- Halt and begin to reverse the incidence of malaria and other major diseases

### 7) Ensure environmental sustainability

- Integrate the principles of sustainable development into country policies and programmes; reverse loss of environmental resources
- Reduce by half the proportion of people without sustainable access to safe drinking water
- Achieve significant improvement in lives of at least 100 million slum dwellers, by 2020

### 8) Develop a global partnership for development

- Develop further an open trading and financial system that is rule-based, predictable and non-discriminatory. Includes a commitment to good governance, development and poverty reduction—nationally and internationally
- Address the least developed countries' special needs. This includes tariff- and quota-free access for their exports; enhanced debt relief for heavily indebted poor countries; cancellation of official bilateral debt; and more generous official development assistance for countries committed to poverty reduction
- Address the special needs of landlocked and small island developing States
- Deal comprehensively with developing countries' debt problems through national and international measures to make debt sustainable in the long term
- In cooperation with the developing countries, develop decent and productive work for youth
- In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries
- In cooperation with the private sector, make available the benefits of new technologies – especially information and communications technologies

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## APPENDIX 2

### MEMBER AGENCIES OF CIDSE, CARITAS EUROPA AND PAX CHRISTI INTERNATIONAL

#### CIDSE

16, RUE STEVIN  
B-1000 BRUSSELS  
BELGIUM  
TEL: +32 2 230 7722  
FAX: +32 2 230 7082  
EMAIL: [postmaster@cidse.org](mailto:postmaster@cidse.org)  
WEBSITE: [www.cidse.org](http://www.cidse.org)

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#### CARITAS EUROPA

4, RUE PASCALE  
B-1040 BRUSSELS  
BELGIUM  
TEL: +32 2 280 0280  
FAX: +32 2 230 1658  
EMAIL: [info@caritas-europa.org](mailto:info@caritas-europa.org)  
WEBSITE: [www.caritas.org](http://www.caritas.org)

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 UKRAINE  
 YUGOSLAVIA

## **PAX CHRISTI INTERNATIONAL**

21, RUE DU VIEUX MARCHÉ AUX GRAINS  
 1000 BRUSSELS  
 BELGIUM  
 TEL: +32 2 502 5550  
 FAX: +32 2 502 4626  
 EMAIL: [hello@paxchristi.net](mailto:hello@paxchristi.net)  
 WEBSITE: [www.paxchristi.net](http://www.paxchristi.net)

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