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3315th Council meeting

Foreign Affairs

Brussels, 19 May 2014

President

Catherine Ashton

High Representative of the Union for Foreign Affairs and
Security Policy

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Main results of the Council

Madagascar

The Council confirmed the full resumption of EU development cooperation with Madagascar, repealing measures taken under Article 96 of the Cotonou Agreement in 2010. This comes in the wake of the presidential and general elections held in Madagascar in 2013, an important phase in the return to the constitutional order. The EU High Representative for Foreign Affairs and Security Policy, Catherine Ashton, said: "I welcome this decision, which opens the door to a new era of cooperation with Madagascar."

EU development aid targets

The Council approved its annual report to the European Council on EU development aid targets. In 2013, the EU remained the biggest global donor of development aid. EU collective Official Development Assistance (ODA) increased to EUR 56.5 billion from EUR 55.3 billion in 2012, remaining at 0.43% of EU gross national income (GNI). Member states that did not reach their ODA objectives were invited to meet these commitments and to share information on their planned ODA spending.

Rights-based approach to development cooperation

The Council adopted conclusions on a rights-based approach to development cooperation. This approach aims at promoting all human rights, be they civil or political, also through development cooperation and sees them as a means to and a goal of effective development cooperation. The fulfilment of human rights is to become an integral part of the identification, design, implementation, monitoring and evaluation of all EU development policies and projects.

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- Where declarations, conclusions or resolutions have been formally adopted by the Council, this is indicated in the heading for the item concerned and the text is placed between quotation marks.
- Documents for which references are given in the text are available on the Council's Internet site (<http://www.consilium.europa.eu>).
- Acts adopted with statements for the Council minutes which may be released to the public are indicated by an asterisk; these statements are available on the Council's Internet site or may be obtained from the Press Office.

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Ms Justine GREENING

Secretary of State for International Development

Commission:

Mr Andris PIEBALGS

Member

ITEMS DEBATED

Post-2015

The Council discussed the post-2015 agenda, a new overarching framework for the international community's development efforts for the period after 2015 when the Millennium Development Goals (MDGs) expire.

In June 2013, the Council agreed the EU position on these matters, in conclusions on the overarching post-2015 agenda. In these conclusions, the Council underlined that poverty eradication and the promotion of sustainable development are mutually reinforcing and should be integrated into a single overarching post-2015 framework. This should be reflected in a single set of global goals. It should work towards sustainable development to eradicate poverty, including ending extreme poverty in a single generation, and to ensure sustainable prosperity and the well-being of all people within planetary boundaries. The framework should also address democratic governance, human rights, and peace and security. See [Council conclusions](#).

Agenda for change

The Council received an update on the implementation of the Agenda for change by Commissioner Piebalgs as well as an update on the programming of the Development Cooperation Instrument and the European Development Fund for the period from 2014 to 2020.

Private sector in development

The Council discussed the Commission's communication "A stronger role of the private sector in achieving inclusive and sustainable growth in developing countries", adopted on 13 May ([9802/14](#)).

The Commission proposes a strategic framework for strengthening the role of the private sector in achieving inclusive and sustainable growth. 12 actions are suggested for cooperating with the private sector in developing countries so as to harness the potential contribution of the private sector for inclusive and sustainable growth.

Rights-based approach

The Council adopted the following conclusions on a rights-based approach to development cooperation:

- "1. Recalling its Conclusions on the “Agenda for Change,”¹ the Council notes that the promotion of human rights, democracy, the rule of law and good governance and of inclusive and sustainable growth are the two basic and mutually reinforcing pillars of the EU’s development policy. The Council reaffirms the EU’s commitment to promote all human rights, whether civil and political, or economic, social and cultural, in all areas of its external action without exception, in line with the EU Strategic Framework and Action Plan on Human Rights and Democracy² and the Council Conclusions on Democracy Support in the EU’s External Relations.³
2. In the context of working towards a rights-based approach to development cooperation, encompassing all human rights, the Council welcomes the presentation of the Toolbox by the Commission in May 2014.⁴ As stated in the aforementioned Action Plan, this Toolbox “aims at integrating human rights principles into EU operational activities for development, covering arrangements both at headquarters and in the field for the synchronisation of human rights and development cooperation activities.”⁵ The Council also notes that several Member States are already developing or applying similar approaches for the integration of human rights principles and standards in their development cooperation.
3. The Council underlines that respect for and protection and fulfilment of human rights is a prerequisite for achieving sustainable development. A rights-based approach to development cooperation can significantly contribute to the realisation of human rights. This approach is premised on human rights principles and standards being both a means for and a goal of effective development cooperation.
4. The Council notes that the implementation of a rights-based approach to development cooperation should be based on the universality and indivisibility of human rights and the principles of inclusion and participation in decision-making processes; non-discrimination, equality and equity; transparency and accountability. The application of these principles should be central to EU development cooperation, thereby also ensuring the empowerment of the poorest and most vulnerable, in particular of women and girls, which in turn contributes to poverty reduction efforts.

1 Doc. [9369/12](#)
 2 Doc. [11855/12](#)
 3 Doc. [16081/09](#)
 4 Doc. [9489/14](#)
 5 Doc. [11855/12](#)

5. The Council notes that the implementation of a rights-based approach to development cooperation, supported by the aforementioned Toolbox, requires a context-specific assessment of the human rights situation, examining the capacity gaps of both duty bearers to respect, protect and fulfil human rights and of rights-holders to know, exercise and claim their rights, with a view to identifying the root causes of poverty and social exclusion. This assessment should include a gender analysis and inform the entire project cycle, also making use of EU Human Rights Country Strategies, in order to ensure that the fulfilment of human rights becomes an integral part of the identification, design, implementation, monitoring and evaluation of all development policies and projects. In addition, complementarity, coherence and coordination among all EU external policies and instruments should be further pursued when implementing the rights-based approach.
6. At the same time, the Council stresses that coherent political and policy dialogue with all relevant stakeholders at the country level is a key element of the implementation of the rights-based approach to development cooperation. This approach should be consistent with the Busan principles for effective development cooperation, and should also be integrated in the context of joint programming. In this respect, the Council highlights the importance of continued support for the efforts of partner countries to strengthen their capacity to fulfil their human rights obligations, in adherence to the underlying principles of the rights-based approach.
7. The Council acknowledges the fundamental role of civil society in promoting human rights, notably through their contribution to the empowerment of rights-holders, awareness-raising and fostering accountability and transparency. The Council stresses the need for continued EU support for human rights defenders, capacity-building of local civil society organisations and promoting a safe and enabling environment in both law and practice that maximises their contribution to development. Being closer to citizens and interacting with civil society, local authorities also play a crucial role in the effective implementation of a rights-based approach.
8. Moreover, recognising the key role that the private sector can play in achieving poverty reduction, sustainable development and inclusive growth, the Council underlines that investment and business activities in partner countries should respect human rights and adhere to the principles of corporate social and environmental responsibility and accountability. In this regard, the Council calls on the Commission to step up implementation of its Strategy 2011-2014 for Corporate Social Responsibility and underlines the importance of continuing to carry out human rights impact assessments for trade and investment agreements. In line with the aforementioned Strategic Framework, the EU will continue to encourage and contribute to the implementation of the UN Guiding Principles on Business and Human Rights.

9. The Council also underlines the importance of working in partnership with development partners and relevant multilateral stakeholders, such as UN bodies and international financial institutions, in order to further strengthen efforts to promote a rights-based approach to development cooperation. In this regard, the EU is committed to continue to support the integration of human rights issues in EU policy formulation and advocacy on the global agenda. In particular, the Council underlines the EU's commitment to ensure a rights-based approach encompassing all human rights in the post-2015 framework, in line with its Conclusions on an overarching post-2015 agenda.⁶
10. Building on EU efforts to promote human rights across all areas of its external action and in line with Policy Coherence for Development (PCD), the Council stresses the need to strive for positive impact of EU internal and external policies on the realisation of human rights in partner countries. The Council underlines its commitment to step up its efforts in ensuring the effective implementation of a rights-based approach in order to strengthen the impact of EU's development and cooperation assistance. In this respect, closer coordination at all levels between EU and Member States should be sought. Recognising the key role of EU Delegations, the Council notes the importance of adequate training of staff on the rights-based approach and on the use of the aforementioned Toolbox.
11. The Council calls on the Commission and the EEAS to monitor and continue reporting on a regular basis on progress regarding the operationalisation of a rights-based approach to development cooperation and relevant operational manuals and guidelines, including through relevant analysis in the "Annual Report on the EU's Development and External Assistance Policies and their Implementation" and the yearly "EU Accountability Report on Financing for Development." Finally, the Council looks forward to a first assessment in 2016 of the integration of the rights-based approach in development cooperation and on the implementation of the relevant Toolbox."

⁶ Doc. [11559/13](#), 11656/13

OTHER ITEMS APPROVED

DEVELOPMENT COOPERATION

Madagascar

The Council decided to fully resume EU development cooperation with Madagascar. For details, see the press release [9562/14](#).

Gender equality and women's empowerment in development

The Council adopted conclusions on the EU plan of action on gender equality and women's empowerment in development 2010-2015 ([9988/14](#)).

Small island developing states

The Council adopted the EU common position for the third international conference on Small Island Developing States, to be held in Apia, Samoa, from 1 to 4 September 2014 ([9986/14](#)).

EU development aid targets

The Council adopted the following conclusions on the annual report 2014 to the European Council on EU development aid targets:

- "1. The Council welcomes the publication by the Commission of preliminary information on 2013 EU Official Development Assistance¹ (ODA), analysing the trends with regard to EU collective and individual ODA commitments². The Council stresses that ODA is an important and catalytic element in the overall financing available for developing countries most in need.
2. On 17 June 2010 the European Council requested the Council to make an annual report on the EU and Member States' commitments and delivery on ODA. This is the fourth such report to be submitted to the European Council.

¹ http://europa.eu/rapid/press-release_IP-13-299_en.htm and http://europa.eu/rapid/press-release_MEMO-13-299_en.htm

² Presidency Conclusions, European Council of 16 and 17 June 2005 (doc. [10255/1/05](#)) and Council Conclusions of 10 and 11 November 2008 (doc. [15480/08](#)).

3. Bearing the above in mind, the Council wishes to report the following elements to the European Council:
- a. In 2013, and despite continued budgetary constraints owing to the on-going crisis, the EU collective ODA increased to €6.5 billion from €5.3 billion in 2012. EU collective ODA remained at 0.43% of EU gross national income (GNI)³. The total ODA of the EU Member States alone increased from €0.7 billion in 2012 to €3.6 billion in 2013, or from 0.39% to 0.41% of GNI.
 - b. The EU has maintained its position as the biggest global ODA donor (see Figure 1), accounting again for over half of the total ODA to developing countries as reported to the OECD/ DAC. Global ODA by the OECD/ DAC donors stood at €101.5 billion in 2013 compared to €98.7 billion in 2012.
 - c. The above figures reflect the mixed performance of Member States. In nominal terms, 16 Member States increased their aid by a total of €4.1 billion, while 12 Member States decreased their aid by a total of €1.2 billion. Seven Member States remained above their 2010 intermediate individual targets. Four Member States met or exceeded the 0.7% ODA/GNI target (see Figure 2).
 - d. Member States' own and Commission estimates show that without substantial additional efforts by most Member States to fulfil their individual commitments, the EU collective ODA would increase only to 0.45% of GNI by 2015. To reach the collective EU target of 0.7% of GNI by 2015, the EU and its Member States would need to mobilise an additional amount of approximately €41.3 billion (see Table 1).

³ EU collective ODA is the sum of ODA from the EU Member States and the part of ODA provided by the EU institutions that is not imputed to Member States. Most of the EU institutions' ODA spending is, for the purposes of ODA/GNI reporting, imputed to EU Member States, i.e. Member States data include part of the institutions' spending. The ODA provided through European Investment Bank (EIB) own resources (€2.9bn in 2013) is not imputed to Member States and is additional to the Member States' ODA.

4. In light of on-going international discussions, the Council reiterates its comprehensive and integrated approach to mobilising financing and other means of implementation from all available sources (public/private, domestic/international) in support of developing countries, including innovative financing sources and instruments, as well as mechanisms for monitoring its results. In this context, and in view of active involvement in discussions at the OECD/DAC, the EU and its Member States will continue to work together on external development finance measurement, including the role and framework of ODA. The Council looks forward to a broader discussion on the various elements of EU performance on the basis of the 2014 EU Accountability Report on Financing for Development⁴. In addition, the EU and its Member States also look forward to a constructive and open dialogue with all stakeholders on the post-2015 overarching framework, including on the report of the Intergovernmental Committee of Experts on Sustainable Development Financing and the preparations for the 3rd International Conference on Financing for Development.
5. Conscious of ongoing economic constraints, the Council remains seriously concerned about ODA levels and reaffirms its political leadership and commitment to EU development aid targets. In this light:
 - a. Development cooperation remains a key priority for the EU, which has formally undertaken to collectively commit 0.7% of GNI to official development assistance by 2015, thus making a decisive step towards achieving the Millennium Development Goals. The EU and its Member States reaffirm all their individual and collective ODA commitments⁵, taking into account the exceptional budgetary circumstances.
 - b. Member States that did not reach their individual ODA targets are invited to take realistic, verifiable actions in order to resume or secure a positive trajectory to meet these commitments. Member States are also invited to share information on these actions and their planned ODA spending for the next budgetary year, as well as on their intentions for the remaining period until 2015, bearing in mind that these issues fall within the competence of Member States. Member States are also encouraged to consider actions to ensure that the most concessional public financial flows are focused on the countries most in need.
 - c. The EU and its Member States call on all other international development partners – including new and emerging actors – to raise their level of ambition, thus contributing their fair share to the global development efforts.

⁴ Defined at the March 2002 United Nations International Conference on Financing for Development (Monterrey Consensus) and further developed at the Review Conference of 2008 (Doha Declaration), it includes inter alia domestic resources mobilisation and debt sustainability, foreign direct investment and increased engagement of the private sector, other private flows like migrants remittances, Official Development Assistance and other financing for global challenges, innovative financing and international systemic issues.

⁵ See Annex.

Existing EU ODA Commitments and Targets**0.7% ODA/GNI (Council Conclusions, 24 May 2005 (doc. [9266/05](#), paragraph 4.)**

‘Increased ODA is urgently needed to achieve the MDGs (Millennium Development Goals) ... the EU agrees to a new collective EU target of 0.56% ODA/ GNI by 2010, that would result in additional annual €20 billion ODA by that time.

- (i) Member States, which have not yet reached a level of 0.51% ODA/ GNI, undertake to reach, within their respective budget allocation processes, that level by 2010, while those that are already above that level undertake to sustain their efforts;
- (ii) Member States, which have joined the EU after 2002, and that have not reached a level of 0.17% ODA/ GNI, will strive to increase their ODA to reach, within their respective budget allocation processes, that level by 2010, while those that are already above that level undertake to sustain their efforts.
- (iii) Member States undertake to achieve the 0.7% ODA/ GNI target by 2015 whilst those which have achieved that target commit themselves to remain above that target; Member States which joined the EU after 2002 will strive to increase by 2015 their ODA/GNI to 0.33%.’

Africa (Council Conclusions, 24 May 2005 (doc. [9266/05](#)), paragraph 22)

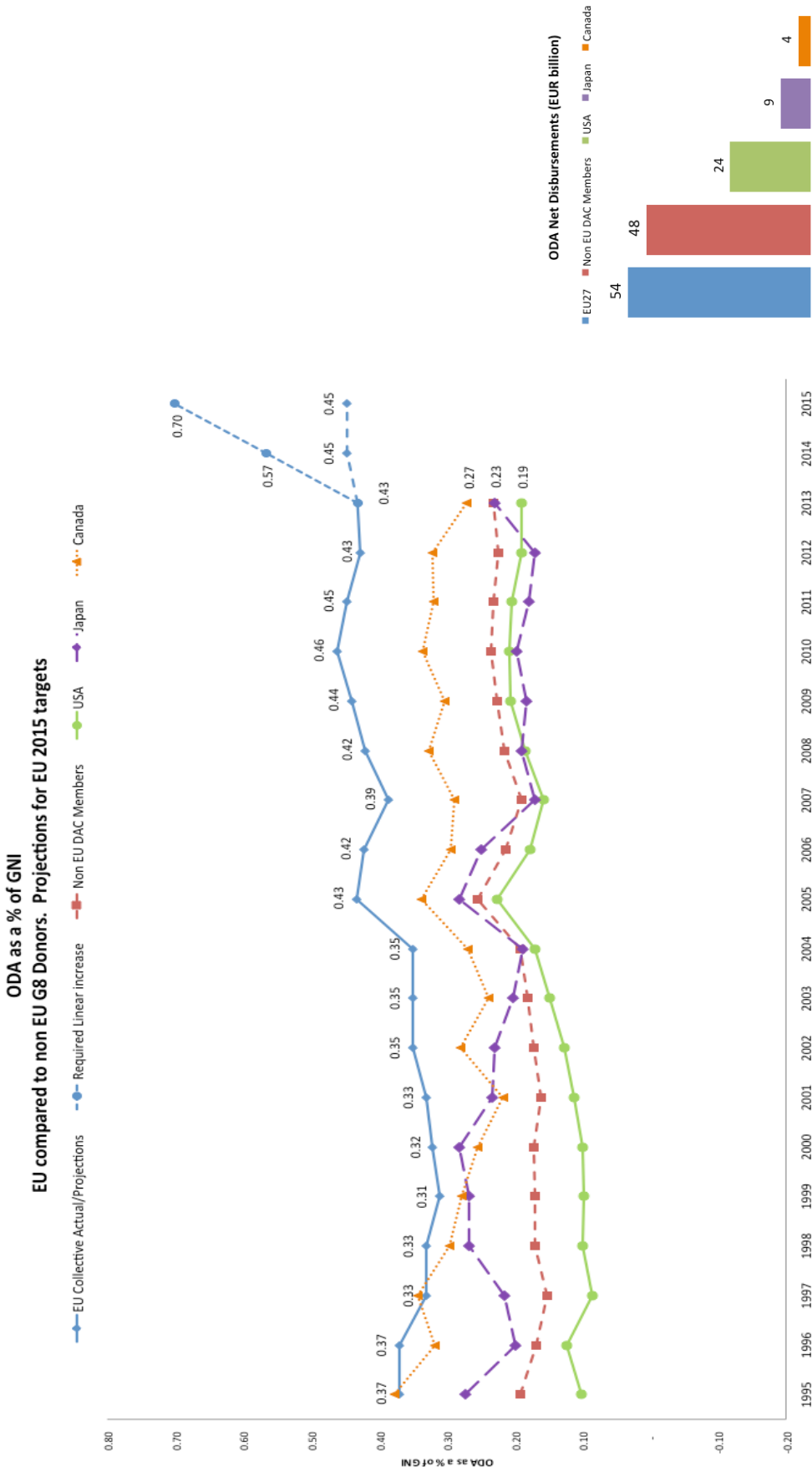
‘The EU will increase its financial assistance for Sub-Saharan Africa and will provide collectively at least 50% of the agreed increase of ODA resources to the continent while fully respecting individual Member States priorities’ in development assistance.’

LDC (Council conclusions, 31 March 2011 (Doc.7813/11), paragraph 10)

‘...the EU reaffirms its commitment, in the context of the above mentioned overall ODA commitment, to meeting collectively the target of 0.15 to 0.20% of GNP to the LDCs¹

¹ Original commitment in Council Conclusions of 10 and 11 November 2008 (doc. [15480/08](#)).

Figures and Tables
Figure 1



Source: OECD/ DAC data for 1995 – 2013 when available; Commission simulation based on information provided by EU Member States or based on agreed EU commitments 2015.

Figure 2

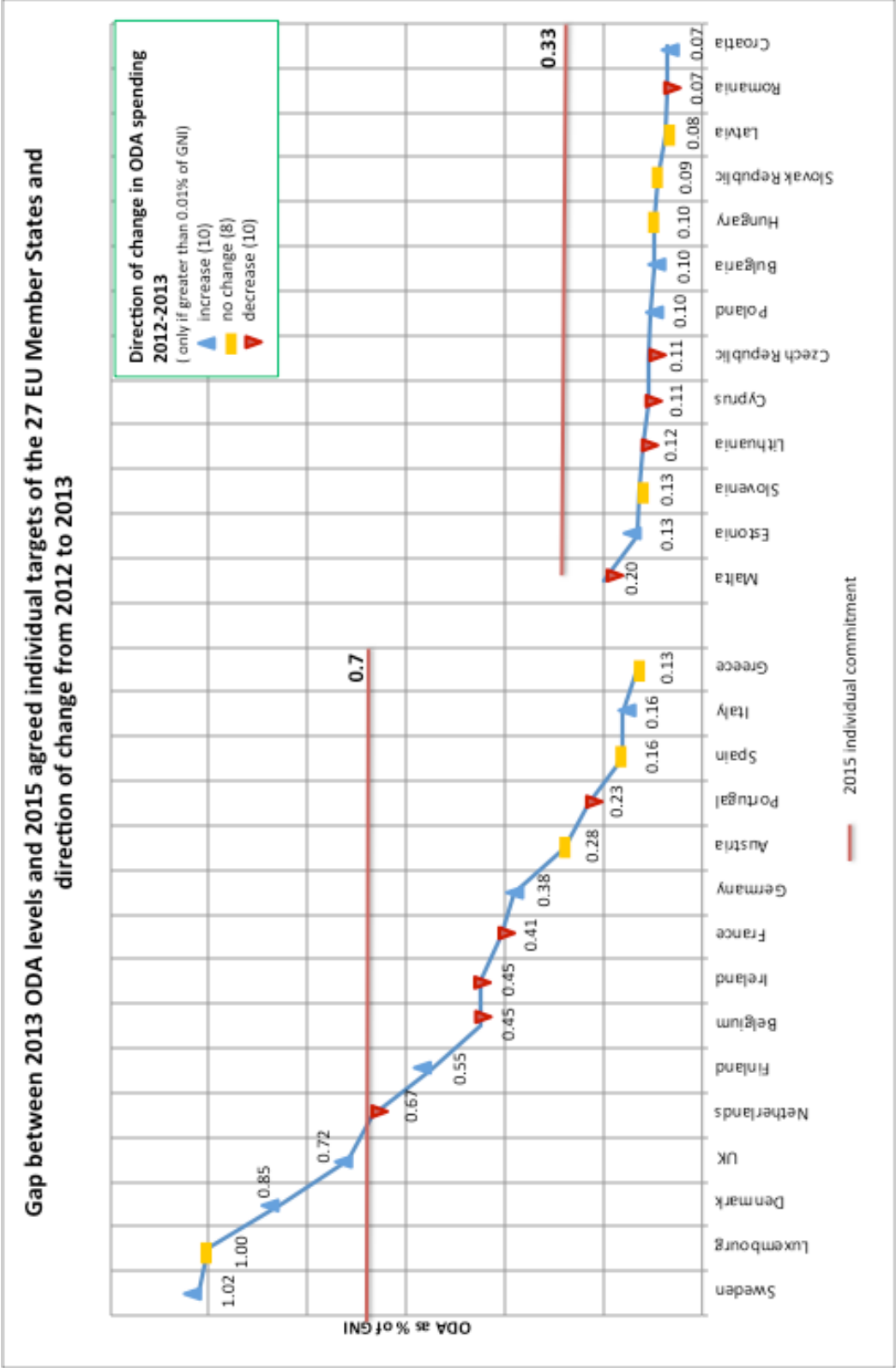


Table 1: EU ODA 2013-2015

Member State	2012		2013		2014		2015		2015 commitment		2015 financial gap	
	EUR Million	% of GNI	EUR Million	% of GNI	EUR Million	% of GNI	EUR Million	% of GNI	EUR Million	% of GNI	EUR Million	% of GNI
Austria	860	0.28	882	0.28	1393	0.43	1386	0.42	2,328	0.70	942	0.28
Belgium	1,801	0.47	1,718	0.45	1,731	0.44	1,745	0.43	2,843	0.70	1,099	0.27
Bulgaria	31	0.08	37	0.10	46	0.11	56	0.13	140	0.33	83	0.20
Croatia	15	0.03	32	0.07	26	0.06	27	0.06	217	0.33	190	0.27
Cyprus	20	0.12	19	0.11	19.5	0.13	19.5	0.13	51	0.33	32	0.20
Czech Republic	171	0.12	160	0.11	156	0.12	156	0.11	458	0.33	302	0.22
Denmark	2,095	0.83	2,206	0.85	2,234	0.84	2,269	0.83	2,748	1.00	479	0.17
Estonia	18	0.11	23	0.13	28	0.15	30	0.15	66	0.33	36	0.18
Finland	1,027	0.53	1,081	0.55	1103	0.55	1069	0.52	1,448	0.70	379	0.18
France	9,358	0.45	8,568	0.41	10327	0.48	10,588	0.48	15,428	0.70	4,840	0.22
Germany	10,067	0.37	10,590	0.38	10,779	0.37	10,971	0.37	20,996	0.70	10,025	0.33
Greece	255	0.13	230	0.13	198	0.11	170	0.09	1,293	0.70	1,123	0.61
Hungary	92	0.10	91	0.10	90	0.10	94	0.10	322	0.33	228	0.23
Ireland	629	0.47	619	0.45	600	0.43	554	0.38	1,015	0.70	461	0.32
Italy	2,129	0.14	2,450	0.16	2,618	0.17	3,152	0.20	11,306	0.70	8,154	0.50
Latvia	16	0.08	18	0.08	18	0.07	19	0.07	87	0.33	68	0.26
Lithuania	40	0.13	39	0.12	40	0.11	41	0.11	125	0.33	84	0.22
Luxembourg	310	1.00	324	1.00	316.37	0.96	324	0.93	348	1.00	24	0.07
Malta	14	0.23	14	0.20	13	0.19	14	0.19	24	0.33	10	0.14
The Netherlands	4,297	0.71	4,094	0.67	3,816	0.61	3,990	0.62	4,499	0.70	509	0.08
Poland	328	0.09	357	0.10	381	0.10	407	0.10	1,346	0.33	939	0.23
Portugal	452	0.28	365	0.23	353	0.22	341	0.21	1,163	0.70	822	0.49
Romania	111	0.08	101	0.07	134	0.09	139	0.09	500	0.33	362	0.24
Slovak Republic	62	0.09	64	0.09	71	0.10	77	0.10	249	0.33	172	0.23
Slovenia	45	0.13	45	0.13	43	0.12	44	0.12	118	0.33	74	0.21
Spain	1,585	0.16	1,656	0.16	1,739	0.17	1,408	0.13	7,306	0.70	5,898	0.57
Sweden	4,077	0.97	4,392	1.02	4,348	1.00	4,557	1.00	4,557	1.00	-	-
UK	10,808	0.56	13,468	0.72	14,304	0.70	14,961	0.70	14,961	0.70	-	-
EU15 Total	49,749	0.42	52,643	0.44	55,859	0.45	57,484	0.44	92,238	0.72	34,754	0.27
EU13 Total	964	0.10	1,000	0.10	1,065	0.10	1,122	0.10	3,704	0.33	2,581	0.23
EU28 Total	50,713	0.39	53,643	0.41	56,925	0.42	58,607	0.42	95,942	0.69	37,335	0.27
EU Institutions ODA	13,669		11,995									
of which:												
Imputed to Member States	9,125		9,122									
Not imputed to Member States	4,544	0.04	2,873	0.02	3,249	0.02	3,675	0.03				97,830
Collective EU ODA ^(b)	55,257	0.43	56,517	0.43	59,776	0.45	61,959	0.45				41,314
Gap between 2013 collective EU ODA and 2015 collective EU ODA target (0.7%) in EUR million 2015 Target 2013-2015 Gap												

(1) Including EU Institutions ODA not imputed to Member States. The grey shaded cells are Commission projections; unshaded 2013-2015 forecasts are Member States' own estimates.

Collective EU ODA is the sum of the ODA reported by the EU institutions and by the Member States. It includes EUR 2.9 billion of ODA loans of the European Investment Bank's own resources (2013) that are not imputed to EU Member States and are additional to the **EU28 Total** (see footnote 3).

Sources:

- For figures 1995 – 2013
 - for OECD members: OECD/ DAC
 - for non-OECD EU Member States: OECD/ DAC where available, otherwise Member States data.
- For figures 2014-2015*, Commission simulation is based on:
 - Member States' ODA estimates when available,
 - Commission projections using compound annual ODA growth rate for 2008-2013 when Member States have not provided ODA estimates.

Official EU GNI projections from the annual macro-economic database (AMECO) of the European Commission."

* The Danish government has committed to the target of 1% ODA/GNI but has not set a fixed timetable for reaching it.

EU development and cooperation results framework

The Council adopted the following conclusions on an EU development and cooperation results framework:

- "1. In its Conclusions on the Agenda for Change¹, the Council called on the EU and its Member States to promote a common results-based approach, including through the use of strengthened results-based frameworks at country-level. The Council also called on the EU and its Member States to enhance their capacities to monitor and evaluate results, as a means to improve mutual accountability, peer learning and transparency, in line with the Busan aid effectiveness principles².
2. In this context, the Council welcomes the Commission's Staff Working Document "Paving the way for an EU Development and Cooperation Results Framework,"³ which outlines how, once finalised and implemented, this framework will strengthen the accountability, transparency and visibility of EU development and cooperation assistance, fostering a continuous dialogue with relevant stakeholders on results. The framework will serve not only as a communication tool for reporting on results, but also as a means to seek to improve management practices. The Council notes that Member States' experience and lessons learned have contributed and will continue to contribute to the framework's elaboration, which is proposed to be based on similar and validated results frameworks of other international donors.
3. The Council stresses the need to define indicators for the results framework relevant to the priorities of the Agenda for Change and to revise them as appropriate, also in view of aligning them to the future post-2015 development framework, once the latter is agreed. Whilst acknowledging the need to keep the number of indicators manageable, the Council notes that the EU results framework should be supplemented by a qualitative analysis of results. This approach would aim at providing adequate coverage of the Union's development and cooperation assistance and at ensuring that not easily quantifiable thematic areas and long-term objectives are duly taken into account. Moreover, indicators should be sex-disaggregated, wherever possible, and appropriate indicators should be developed for cross-cutting issues.

¹ Doc. [9369/12](#)

² Outcome document of the 4th High Level Forum on Aid Effectiveness (Busan, Republic of Korea, 19 November – 1 December 2011)

³ Doc. [17709/13](#)

4. Analysis of results should be context-specific, whereas reporting on results should cover the highest possible proportion of EU projects and be conducted on an annual basis, thereby facilitating the identification of areas where adjustments may be needed. In this respect, the Council underlines the importance of reporting against clearly stated objectives, well-defined indicators and their baselines. In addition, the option of setting targets for indicators should be further examined in the development of the results framework.
5. In line with the Busan aid effectiveness principles, partner countries' statistical, monitoring and evaluation systems should be used to the greatest extent possible and EU development assistance at the country-level should be aligned with partner countries' development priorities. Moreover, the Council notes the importance of continued support for the efforts of partner countries to strengthen their capacity for monitoring progress and evaluating development impact.
6. The Council highlights the need for regular reviews of the results framework and of making use of lessons learned. The Council also notes the continued importance of independent evaluations in strengthening the effectiveness and the impact of EU development assistance.
7. The Council looks forward to the results of the piloting phase, with a view to the timely finalisation of the EU development and cooperation results framework, so that reporting on results achieved during 2014 can be presented in the first semester of 2015."

FOREIGN AFFAIRS

EU action against proliferation of arms

The Council endorsed the fifteenth and sixteenth progress reports on the implementation of the EU strategy to combat illicit accumulation and trafficking of small arms and light weapons and their ammunition, covering both semesters of 2013.
