MEMO/10/147

Brussels, 21 April 2010

Getting the Millennium Development Goals back on track: a twelve points EU action plan

Why do we need this Communication?

Ten years ago, world leaders agreed to take decisive action to combat world poverty in its different dimensions. Using time-bound and measurable targets, they agreed that by 2015:

- Poverty and hunger should be reduced by one half,
- Full primary education for all should be ensured,
- Gender disparity should be eliminated,
- Maternal and child mortality should be reduced by two thirds and three quarters respectively,
- The spread of HIV/AIDS and incidence of malaria and other major diseases should be halted,
- Environmental sustainability should be ensured,
- A Global Partnership for Development should be developed.

With only five years remaining before the agreed 2015 deadline, world leaders will gather in New York on 20-22 September 2010 for the UN MDG Review High Level Plenary Meeting (HLPM). Their aim is to ensure a comprehensive review of successes and gaps, and agree on concrete action to speed up progress.

Where is EU standing in 2010?

Since 2000, the EU doubled its aid already and a lot has been done. Today the EU is the first donor providing more than half of development aid worldwide and € 49 billion in 2009.

Despite all our efforts in Europe and beyond to reach our Development Goals we need to do more and to do it soon. In 2009, EU ODA corresponded to 0.42% EU GNI. Despite more encouraging trends expected in 2010, the EU is behind the schedule to reach the collective EU intermediate target of 0.56% of GNI by 2010, as a step towards devoting, by 2015, 0.7% of GNI to ODA.

The Commission commends the countries that have continued to increase their aid, and notes that OECD statistics on the preliminary ODA spending in 2009 show that the EU institutions are the second largest single donor and that three out of the five largest donor countries worldwide are EU members – France, Germany and the United Kingdom. The Commission also welcomes the fact that four of the five countries exceeding the UN target of 0.7% of GNI being devoted to development aid - Denmark, Luxembourg, the Netherlands, Norway and Sweden - are EU members, and that Belgium is set to join this group in 2010.

Also Finland, Ireland, Malta, Cyprus and the UK have already achieved or exceeded the intermediate individual ODA targets that had been agreed for 2010, i.e. to spend at least 0.51% of GNI as ODA in the EU15 and 0.17% in the 12 Member States, which have joined the EU since 2004.

While Belgium has so far been the only Member State that made the 0.7% ODA/ GNI target legally binding, similar efforts are now also under discussion in the UK.

What is the objective of this Communication?

The aim of this action plan is to prepare an agreed and strong EU position ahead of the MDG Summit in September and define a set of actions to be implemented at national, regional and international scales.

Our Communication is taking the form of an action plan involving EU Member States and EU Institutions, but this is also a clear call to all the donors (old and emerging ones) and to developing countries to act for development since we can just succeed acting all together.

Why is it so important right now?

First the EU has to go to the UN MDG Summit, the major international development event, with a clear agenda and objectives. In order to be prepared we need our debate to take place right now. This is the basic aim of this communication.

Second this communication / action plan could be the EU vision for the next 10 years aiming not only to define a method to reach our targets for 2015 but also to act beyond in Europe and in the world for the next decade. This decade 2010-2020 should be a decade for development as stated in the EU 2020 strategy[1]. Since all the crisis we face are development related: food crisis, climate change, economic crisis, energy crisis and poverty our external strategy is now clear toward a sustainable development worldwide, leading by example.

Third this year 2010 is key in the international agenda with climate negotiations, MDG summit, G20 on economic crisis, energy crisis and the food crisis threatening again Sahel countries. We have to act and get our positions and strategies ready to tackle all these challenges the sooner the better.

Fourth 1,4 billion people are still living in extreme poverty, they can not wait and that is why we need to implement our action plan as soon as possible with the whole development community.

Fifthly, the Lisbon Treaty provides the opportunity for the European Commission to take initiatives to promote coordination on development cooperation. With this Communication the Commission uses that right of initiative to propose a framework of action on development for the EU and the Member States.

Why the EU?

Tackling poverty in general and issues affecting poverty is something no one country can achieve alone. These are global challenges, and need a global response.

The EU is by far the largest aid donor in the world, accounting for around 60% of all official development assistance worldwide. The EU is also the world's largest trading partner. The EU model is respected, and is based on solidarity and partnership.

That is why it makes sense for the EU to act as a whole to be more efficient and to get better results making a synthesis between Aid and Trade to reach results for the poorest.

[1] As stated in the EUROPE 2020 Communication COM(2010) 2020 of March 3, 2010: "*The EU is a global player and takes its international responsibilities seriously. It has been developing a real partnership with developing countries to eradicate poverty, to promote growth and to fulfil the Millennium Development Goals (MDGs). We have a particularly close relationship with Africa and will need to invest further in the future in developing that close partnership. This will take place in the broader ongoing efforts to increase development aid, improve the efficiency of our aid programmes notably through the efficient division of labour with Member States and by better reflecting development aims in other policies of the European Union*."

What are the 12 areas of action of the communication?

The action plan consists of 12 points.

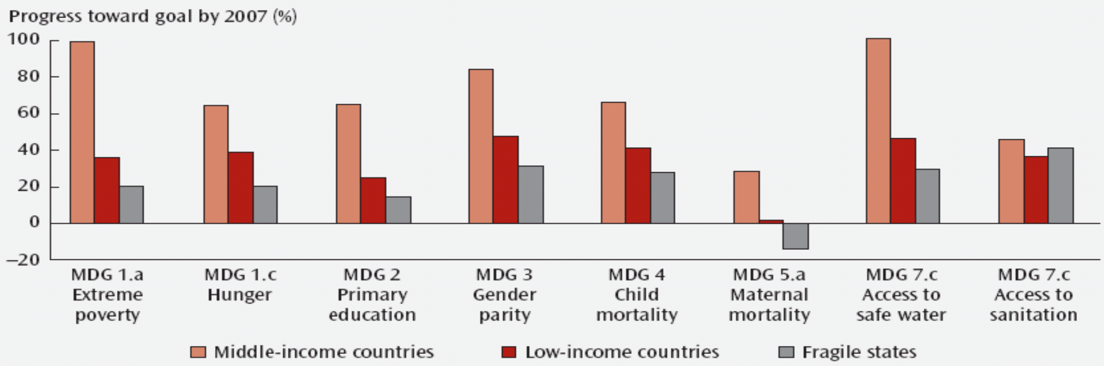
- To ensure EU keep its promises of 0,7% GNI for Aid by 2015, Member States will be asked to establish realistic, verifiable annual action plans for reaching individual targets**2** and publish the first plans before September 2010. The implementation of such action plans will be submitted to an EU accountability mechanism: based on Member States' annual action plans and the Commission's monitoring report, the Council should hold an EU-internal 'ODA Peer Review' and report the results to the European Council.
- Working all together coordinated (aid efficiency) at the EU scale (saving estimates around 3 to 6 billion a year) and even beyond
- Doing more and better for the poorest (reallocate fundings to off track and fragile countries, starting with Haïti)
- Improving results and targeting the key sectors for gender, education, health and food security
- Working in partnerships (EU Africa partnership, Millennium Development Goals Targets in national strategies…)
- Acting in coherence: use other EU policies for Development from Trade to migration to food and climate change
- Help better national fundings to work (tax for development, promote good governance…)
- Strengthen regional integration and trade for growth and jobs (Aid for Trade, EU Africa Infrastructure Trust Fund…)
- Support initiatives on innovative financing with high revenue potential that can benefit the poorest
- Use the EU's €2.4bn a year "fast-start" funding commitment for **climate change** as **a test** for aid effectiveness and coherence.
- Launch a new plan to address conflicts situation and make development and security work better. No development without and not security with out development.
- Support a **stronger weight of developing countries** in the World Bank and the International Monetary Fund, and the UN reform for more effective agencies

Which are the countries which are most off track for the realisation of MDGS ?

Overall, fragile countries display poor human development records. Recent analyses show that fragile countries have significantly lower yardsticks for the broad set of MDG targets and indicators in relation to other developing countries. The first European Report on Development (ERD 2009 http://erd.eui.eu/)) indicates a strong negative correlation between fragility and MDG performance. Using the CPIA (Country Policy and Institutional Assessment) classification, the last World Bank Global Monitoring Report (2009) also shows clearly that MDG performance has so far been much lower in fragile and conflict-affected countries (see figure below) .

[2] 0.33% of GNI for the Member States that joined the EU since 2004; 0.7% of GNI for the other EU countries, while Member States which have achieved that target commit themselves to remain above that level.

FIGURE 2 Fragile states have made the least progress toward the MDGs



Source: Staff calculations based on World Development Indicators database.

What can be done to make Aid more effective?

It is important to note that the Treaty of Lisbon marks a new era in European development policy. Article 210 of the Treaty states:

"In order to promote the complementarity and efficiency of their action, the Union and the Member States shall coordinate their policies on development cooperation and shall consult each other on their aid programmes, including in international organisations and during international conferences. They may undertake joint action. Member States shall contribute if necessary to the implementation of Union aid programmes."

This represents a brand new opportunity to make development aid from EU donors more effective, efficient, and potent in terms of actual impact on the ground. It should also make a real difference in terms of EU political impact and visibility.

For the EU, implementation of aid effectiveness commitments requires action at three complimentary and frequently overlapping levels. Firstly, at the bilateral level, each Member State and the Commission have the obligation to fulfil their aid effectiveness commitments as donors in their own right. Secondly, at the EU level, Member States and the Commission use established EU coordination mechanisms and channels to move further ahead in areas where this makes practical sense. Thirdly, the EU has played a leading role at the international level in moving the aid effectiveness agenda forward.

What is being done to ensure Policy Coherence for Development ?

The European Consensus for Development states: "It is important that non-development policies assist developing countries' efforts in achieving the MDGs."

The Policy Coherence for Development (PCD) work programme translates this political principle into an operational framework involving concrete steps to enhance the coherence of EU policies with development objectives. Building on the PCD Council Conclusions of November 2009, this work programme outlines how the EU will address, through relevant policies, processes and financial means, five global challenges in a development-friendly manner:

- trade and finance,
- climate change,
- global food security,
- migration and
- security.

The work programme does not provide a comprehensive list of all the initiatives that might be relevant for development but rather focuses on those initiatives and processes planned that stand out for their catalytic potential to promote PCD. In setting concrete targets and indicators it establishes a scoreboard to track progress towards the identified PCD objectives.

The PCD work programme is conceived as a tool for all EU institutions and Member States, to guide their reflection and decision-making across the broad range of decisions that affect developing countries' opportunities, including development cooperation but going beyond it. The Commission, for its part, will focus its PCD work on the initiatives identified in the work programme. Through upstream consultations between different departments and impact assessments (including trade sustainability assessments) it will ensure that development objectives are taken into account and reconciled with other EU objectives.

What are the existing innovative sources of funding for development?

Depending on the definition, about a third of all EU Member States raised funds via innovative mechanisms in 2009, but they are piloting most of the existing mechanisms.

- **Air ticket levy**: **France** was one of the first countries (in July 2006) to introduce an air ticket levy with a sliding scale based on destination and class. Most of the proceeds are earmarked for development finance, notably an International Drug Purchase Facility (UNITAID) aimed at combating the major pandemic diseases affecting the developing world. The French air ticket levy collected EUR 165 million in 2007, EUR 173 million in 2008 and EUR 162 million in 2009. Following this example, which was subsequently promoted by the Leading Group on Innovative Financing for Development , several other countries around the world introduced similar air ticket levies, including **Chile**, the **Ivory Coast**, the **Republic of Korea**, **Madagascar**, **Mauritius** and **Niger,** which allocate all or a share of the revenues to UNITAID. Furthermore, **Luxembourg** and **Spain** collect voluntary contributions from air passengers. **Cyprus** (EUR 0.4 million), Luxembourg (EUR 0.5 million) and the UK (£25 million) are supporting UNITAID from their general budgets.
- **International Financing Facility (IFF)**: The general concept of the IFF was first put forward by the **UK** Government in 2003. It is designed to frontload aid by issuing bonds in international capital markets, backed by binding long-term commitments from donors to provide regular payments to the facility. The first concrete implementation of the IFF concept is the **International Finance Facility for Immunisation** (**IFFIm**) begun in November 2006. The IFFIm' total anticipated disbursement of USD 4 billion is expected to protect more than 500 million children through immunisation in more than 71 developing countries. So far, IFFIm bonds have raised more than USD 2 billion for immunisation programmes run by a charity called the GAVI Alliance. IFFIm's financial base consists of legally binding grants from its sovereign sponsors, which are **France**, **Italy**, **Norway**, **Spain**, **Sweden, the United Kingdom** and **South Africa**.
- **Advance Market Commitment (AMC):** The idea of an AMC was strongly promoted by the governments of **Italy** and the **UK** from the end of 2005. The idea is that donors guarantee a set envelope of funding to purchase at a given price a new product that meets specified requirements, thus creating the potential for a viable future market. In June 2009, the governments of Italy, the UK, **Canada, the Russian Federation, Norway and the Bill & Melinda Gates Foundation** launched the pilot AMC against pneumococcal disease with a collective USD 1.5 billion commitment. The supporters of this pilot AMC estimate that the introduction of a pneumococcal vaccine through the AMC could save approximately 900,000 lives by 2015 and over 7 million lives by 2030. In October 2009, four suppliers made offers to supply vaccines under the Pneumococcal Advance Market Commitment.

- **Debt-for-development swaps:** for instance **Germany** introduced the conversion of debt into grants for health financing in the "Debt2Health initiative". It reduces partner countries' debt as the corresponding amounts are invested in additional financial resources for health systems through the Global Fund. In this way, Germany disbursed EUR 40 million in 2008 and EUR 10 million in 2009. Similarly, the government of **Australia** is implementing an arrangement worth some EUR50 million with the Indonesian Government.
- **Tax discounts:** Many Member States provide tax exemptions or write-offs for private funding of development, for example through civil society organisation, foundations or charities. Such tax reductions exist in **Austria, Belgium, Denmark, Germany, Greece, Ireland, Italy, the Netherlands, Portugal, Spain and the UK**.
- **Belgium** has earmarked nearly EUR 90 million of **lottery proceeds** for development-related purposes

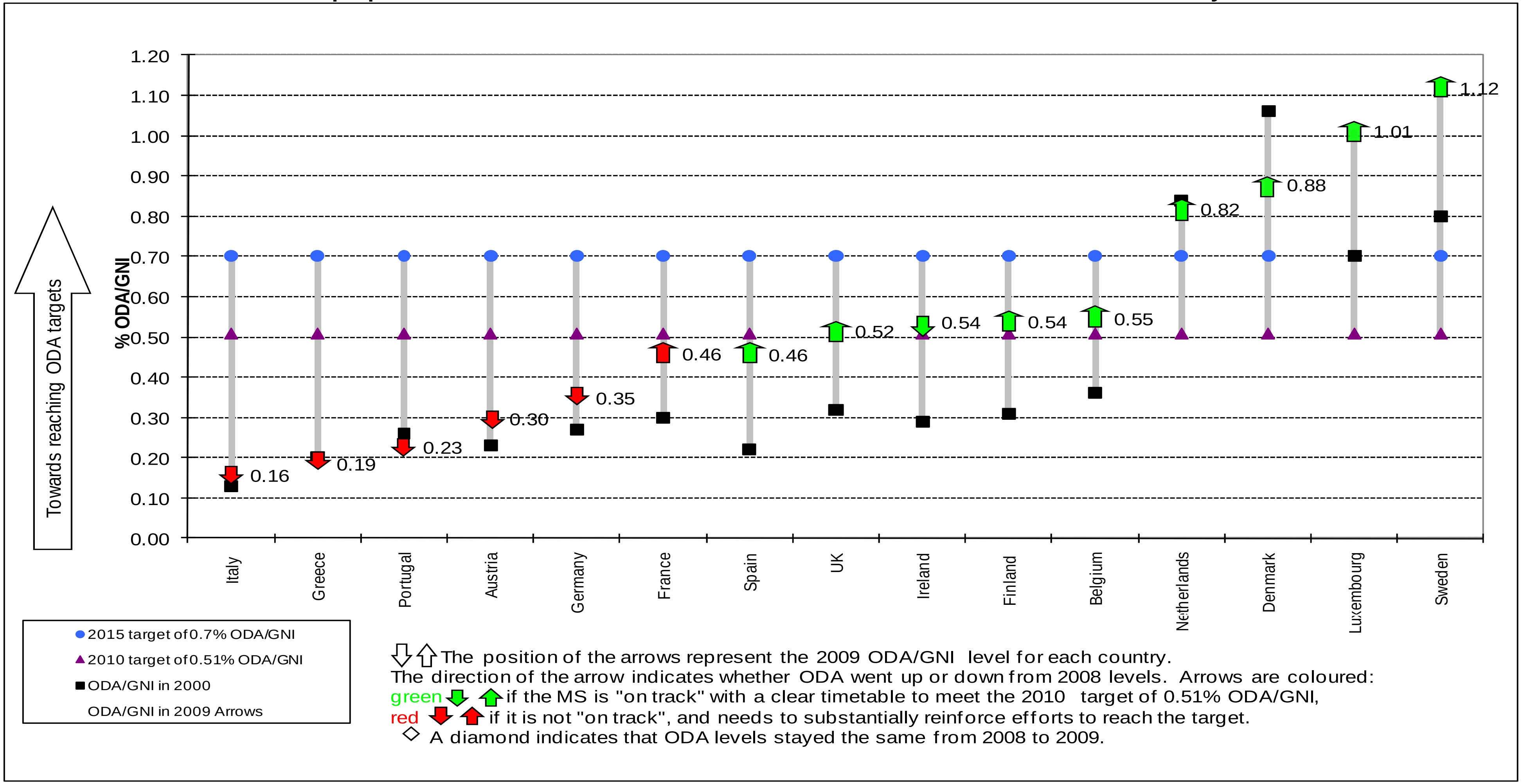
Beyond these existing mechanisms, the Commission will also call Member States to support proposals for innovative financing mechanisms with significant revenue generation potential with a view to ensuring predictable financing for sustainable development.

EU ODA levels 2006-2009, estimates and gaps for 2010 (ODA in EUR million and % of GNI) - Baseline Case

GNI and ODA in million € at current prices																	
	2006		2007		2008		2009		2010 (forecast)		2010 (commitments/forecast)		2010: financial gap to meet INDIVIDUAL targets		2010: financial gap to meet COLLECTIVE target 0.56%		
	ODA in million €	ODA in % of GNI	ODA in million €	ODA in % of GNI	ODA in million €	ODA in % of GNI	ODA in million €	ODA in % of GNI	ODA in million €	ODA in % of GNI	ODA in million €	ODA in % of GNI	Gap in million €	Gap in % of GNI	ODA target in million €	Gap in million €	Gap in % of GNI
Official Targets												EU-15: 0.51 EU-12: 0.17 (or national target)		EU-15: 0.51 EU-12: 0.17			
Austria	1194	0.47	1321	0.50	1188	0.43	823	0.30	1031	0.37	1411	0.51	380	0.14			
Belgium	1575	0.50	1425	0.43	1654	0.48	1868	0.55	2434	0.70	2434	0.70					
Bulgaria	1	0.00	17	0.06	13	0.04	12	0.04	16	0.05	57	0.17	41	0.12			
Cyprus	21	0.15	18	0.12	26	0.17	29	0.17	30	0.17	30	0.17					
Czech Republic	128	0.12	131	0.11	173	0.12	161	0.12	170	0.13	221	0.17	51	0.04			
Denmark	1782	0.80	1872	0.81	1944	0.82	2017	0.88	2042	0.88	1863	0.80					
Estonia	11	0.09	12	0.08	16	0.10	14	0.11	13	0.10	22	0.17	9	0.07			
Finland	665	0.40	717	0.39	808	0.44	924	0.54	966	0.54	921	0.51					
France	8445	0.47	7220	0.38	7562	0.39	8927	0.46	9364	0.47	10223	0.51	859	0.04			
Germany	8313	0.36	8978	0.37	9693	0.38	8605	0.35	9925	0.40	12655	0.51	2729	0.11			
Greece	338	0.17	366	0.16	488	0.21	436	0.19	815	0.35	1188	0.51	373	0.16			
Hungary	119	0.13	76	0.08	74	0.08	83	0.09	78	0.09	154	0.17	76	0.08			
Ireland	814	0.54	871	0.55	921	0.59	718	0.54	671	0.51	671	0.51					
Italy	2901	0.20	2901	0.19	3370	0.22	2380	0.16	3043	0.20	7915	0.51	4872	0.31			
Latvia	9	0.06	12	0.06	15	0.07	15	0.08	20	0.12	29	0.17	9	0.05			
Lithuania	20	0.08	35	0.11	35	0.11	35	0.14	35	0.15	40	0.17	6	0.02			
Luxembourg	232	0.89	274	0.92	288	0.97	289	1.01	300	0.95	315	1.00					
Malta	7	0.15	8	0.15	11	0.20	11	0.20	11	0.19	10	0.17					
The Netherlands	4343	0.81	4547	0.81	4848	0.80	4614	0.82	4708	0.83	4515	0.80					
Poland	236	0.09	265	0.10	258	0.08	249	0.08	437	0.13	551	0.17	114	0.04			
Portugal	316	0.21	344	0.22	430	0.27	364	0.23	514	0.33	806	0.51	292	0.18			
Romania	3	0.00	84	0.07	94	0.07	99	0.08	99	0.08	211	0.17	112	0.09			
Slovak Republic	44	0.10	49	0.09	64	0.10	53	0.08	53	0.08	114	0.17	62	0.09			
Slovenia	35	0.12	40	0.12	47	0.13	51	0.15	52	0.15	60	0.17	8	0.02			
Spain	3038	0.32	3755	0.37	4761	0.45	4719	0.46	5265	0.52	5689	0.56					
Sweden	3151	1.02	3170	0.93	3281	0.98	3267	1.12	3020	0.96	3143	1.00					
UK	9926	0.51	7194	0.35	7973	0.43	8267	0.52	10159	0.62	9117	0.56					
EU 15 TOTAL	47033	0.43	44954	0.39	49207	0.43	48217	0.44	54257	0.49	62866	0.56	**9506**	**0.09**			
EU 12 TOTAL	635	0.09	745	0.09	825	0.09	812	0.10	1012	0.11	1499	0.17	**488**	**0.06**			
EU 27 TOTAL	47664	0.41	45699	0.37	50032	0.40	49029	0.42	55270	0.46	64365	0.53	**9994**	**0.08**	**67384**	**12114**	**0.10**

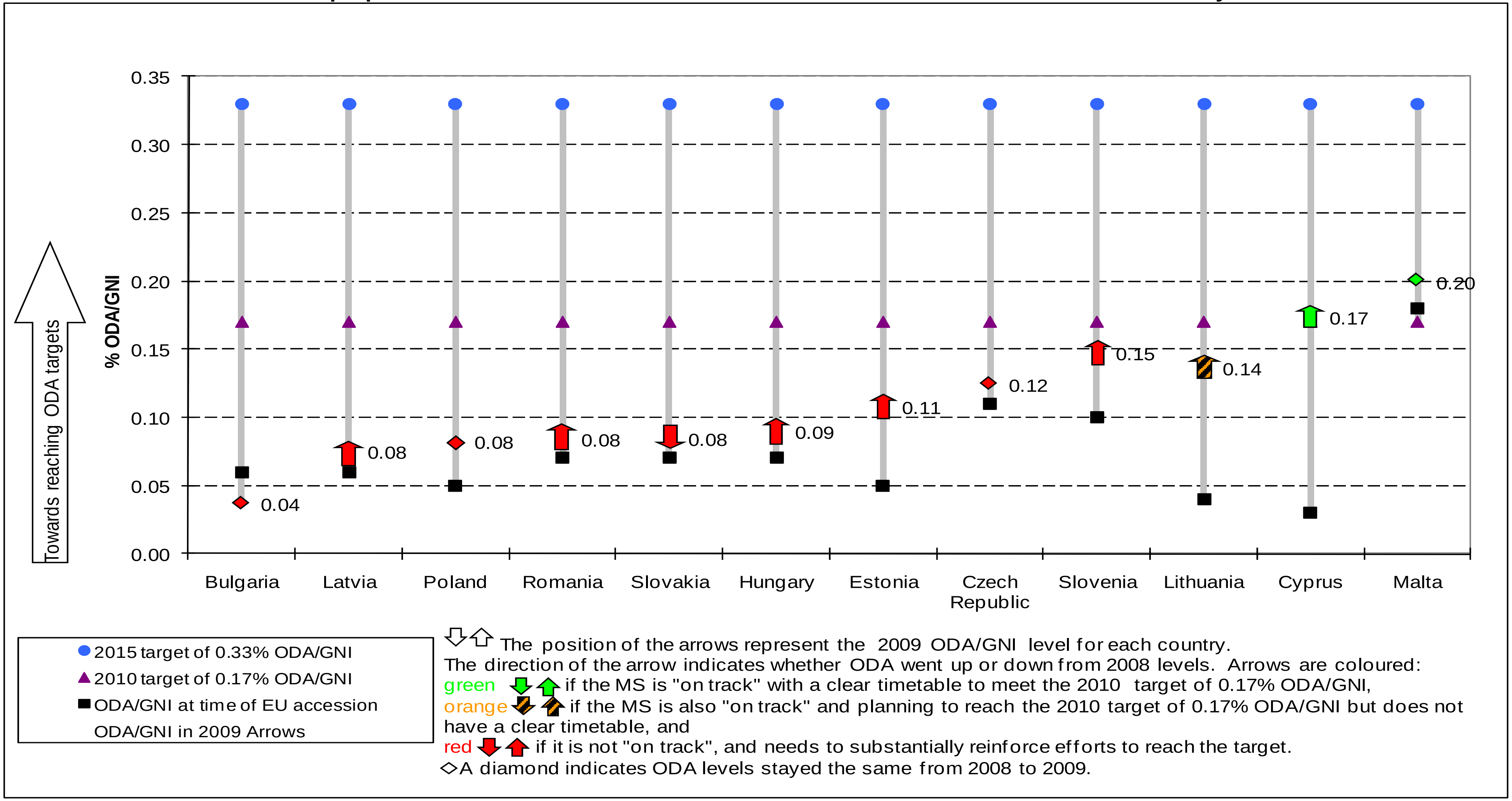
Where is the EU in terms of financing for development and where should the EU go ?

ODA indicator for the EU-15 – preparedness to meet the individual commitments of 0.51% and 0.7% ODA/GNI by 2010 and 2015



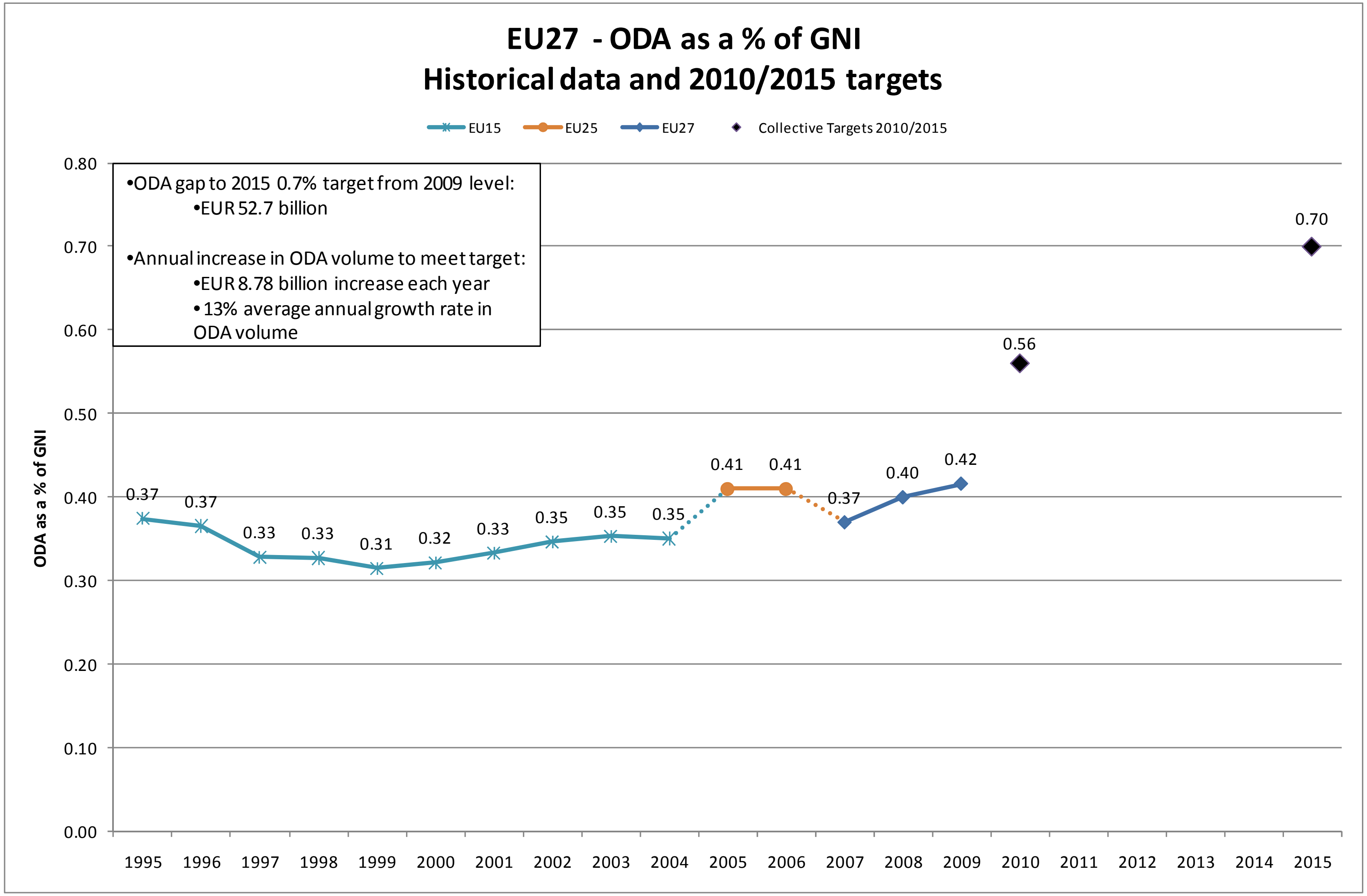
Source: European Commission 2010

ODA indicator for the EU-12 – preparedness to meet the individual commitments of 0.17% and 0.33% ODA/GNI by 2010 and 2015



Source: European Commission 2010

<u>ODA trajectories of all EU Member States 1995 – 2015</u>


EU27 - ODA as a % of GNI
Historical data and 2010/2015 targets
EU15
EU25
EU27
Collective Targets 2010/2015
•ODA gap to 2015 0.7% target from 2009 level:
•EUR 52.7 billion
•Annual increase in ODA volume to meet target:
•EUR 8.78 billion increase each year
• 13% average annual growth rate in ODA volume
ODA as a % of GNI
0.80
0.70
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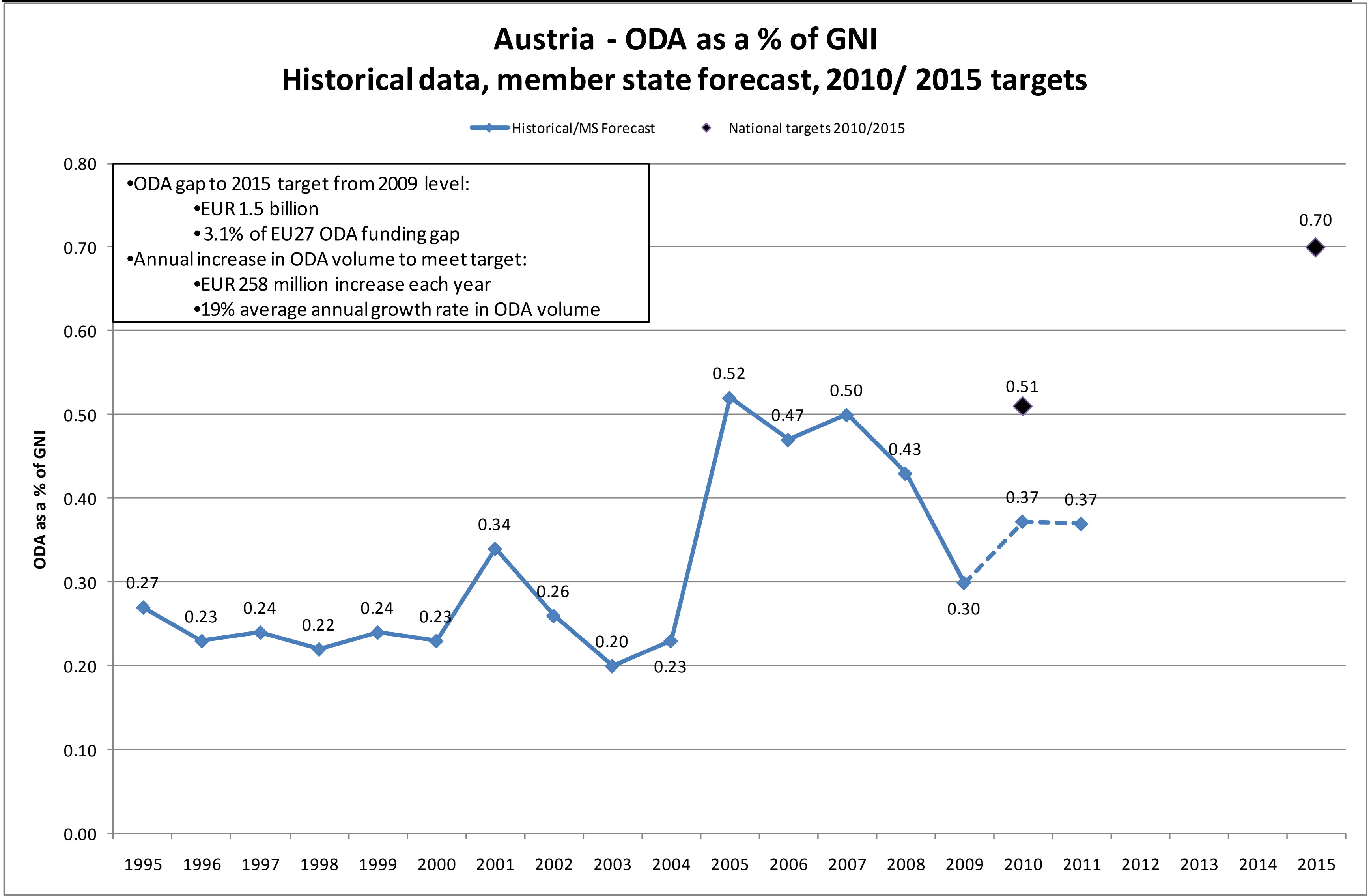
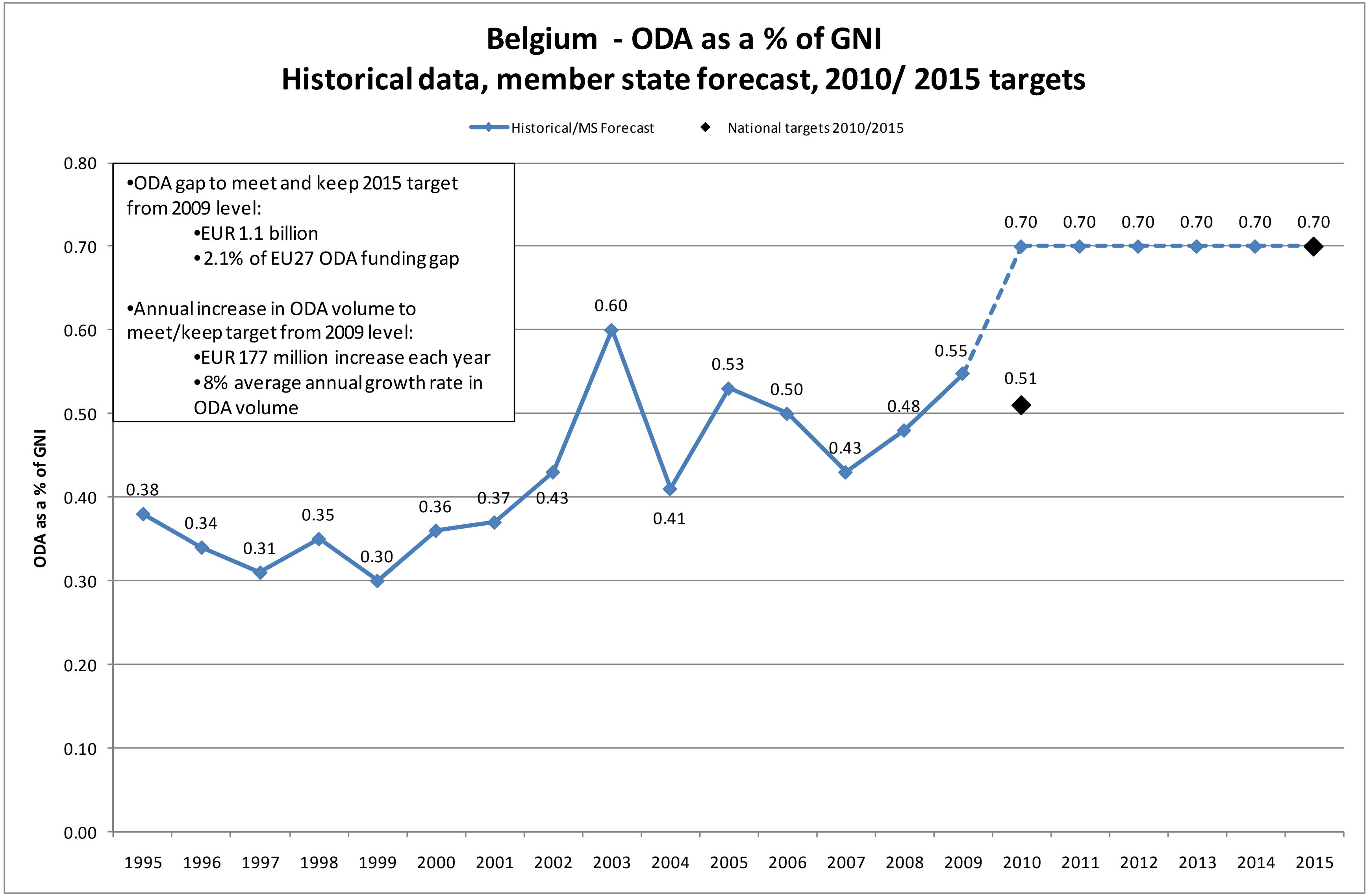
Where are each Member States of the EU in terms of financing for development and where should each go?




Belgium - ODA as a % of GNI
Historical data, member state forecast, 2010/ 2015 targets
Historical/MS Forecast
National targets 2010/2015
•ODA gap to meet and keep 2015 target from 2009 level:
•EUR 1.1 billion
•2.1% of EU27 ODA funding gap
•Annual increase in ODA volume to meet/keep target from 2009 level:
•EUR 177 million increase each year
•8% average annual growth rate in ODA volume
ODA as a % of GNI
0.80
0.70
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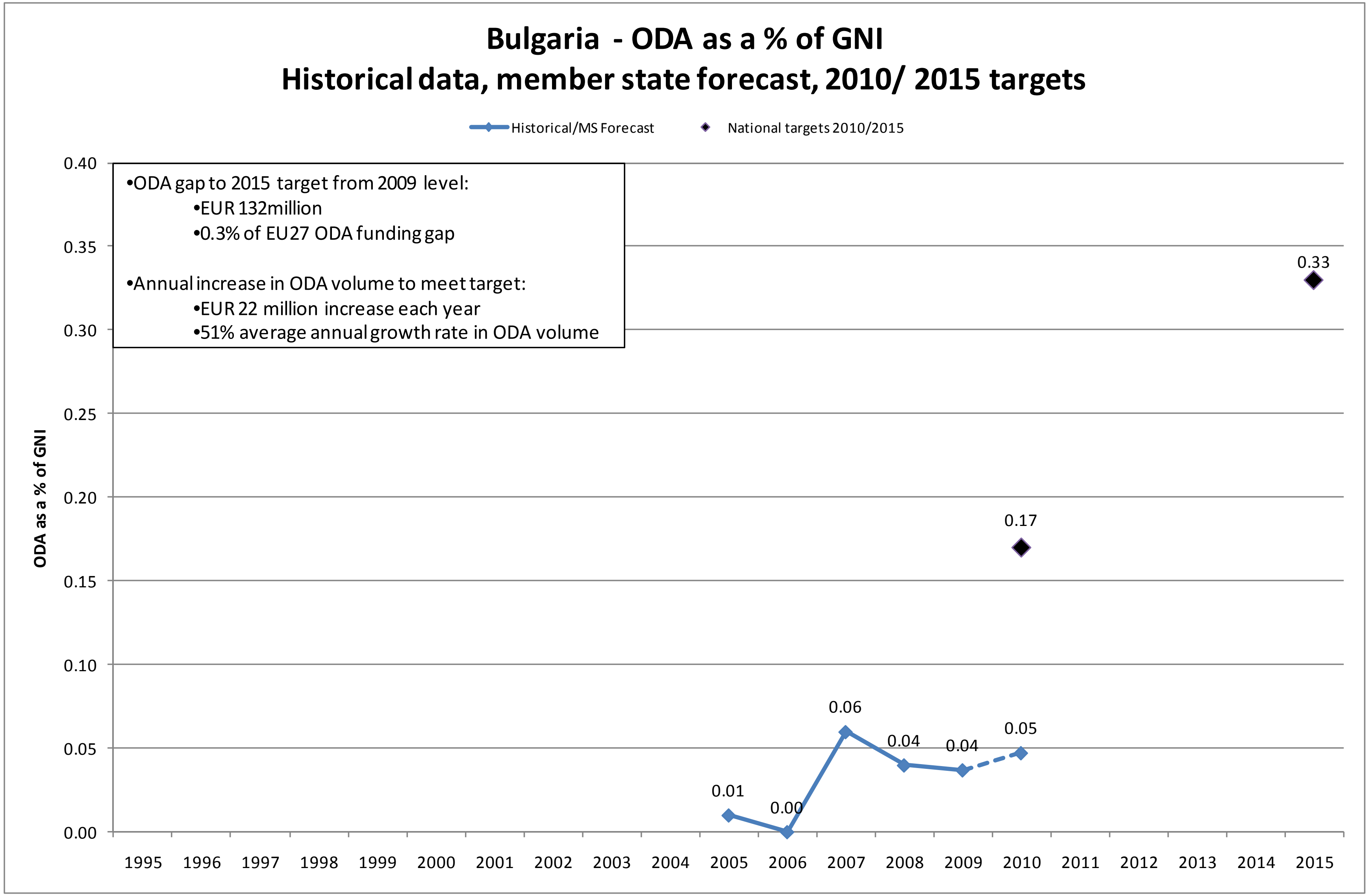
Bulgaria - ODA as a % of GNI
Historical data, member state forecast, 2010/ 2015 targets
Historical/MS Forecast
National targets 2010/2015
•ODA gap to 2015 target from 2009 level:
•EUR 132million
•0.3% of EU27 ODA funding gap
•Annual increase in ODA volume to meet target:
•EUR 22 million increase each year
•51% average annual growth rate in ODA volume
ODA as a % of GNI
0.40
0.35
0.30
0.25
0.20
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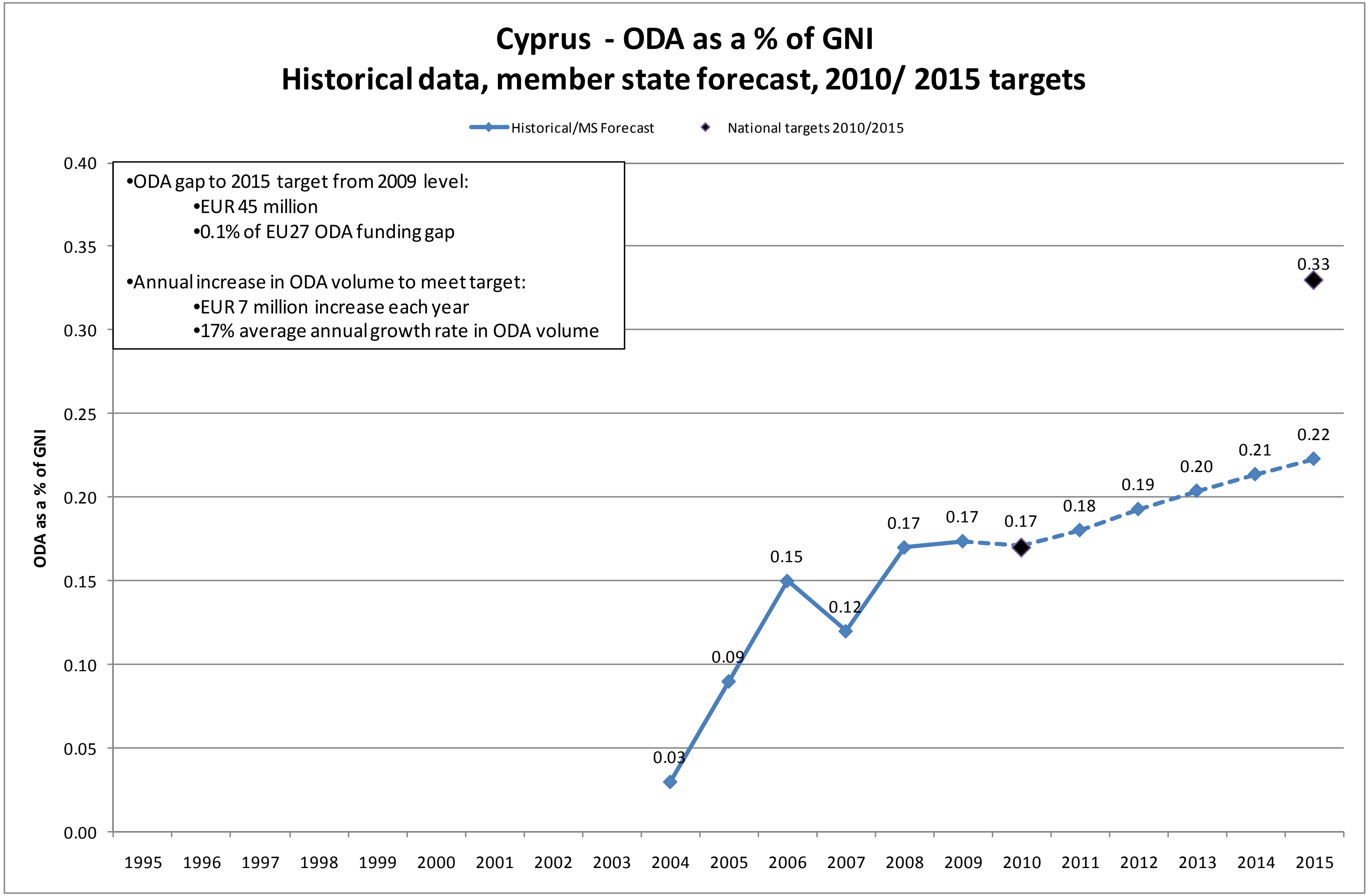
Cyprus - ODA as a % of GNI
Historical data, member state forecast, 2010/ 2015 targets
Historical/MS Forecast
National targets 2010/2015
•ODA gap to 2015 target from 2009 level:
•EUR 45 million
•0.1% of EU27 ODA funding gap
•Annual increase in ODA volume to meet target:
•EUR 7 million increase each year
•17% average annual growth rate in ODA volume
ODA as a % of GNI
0.40
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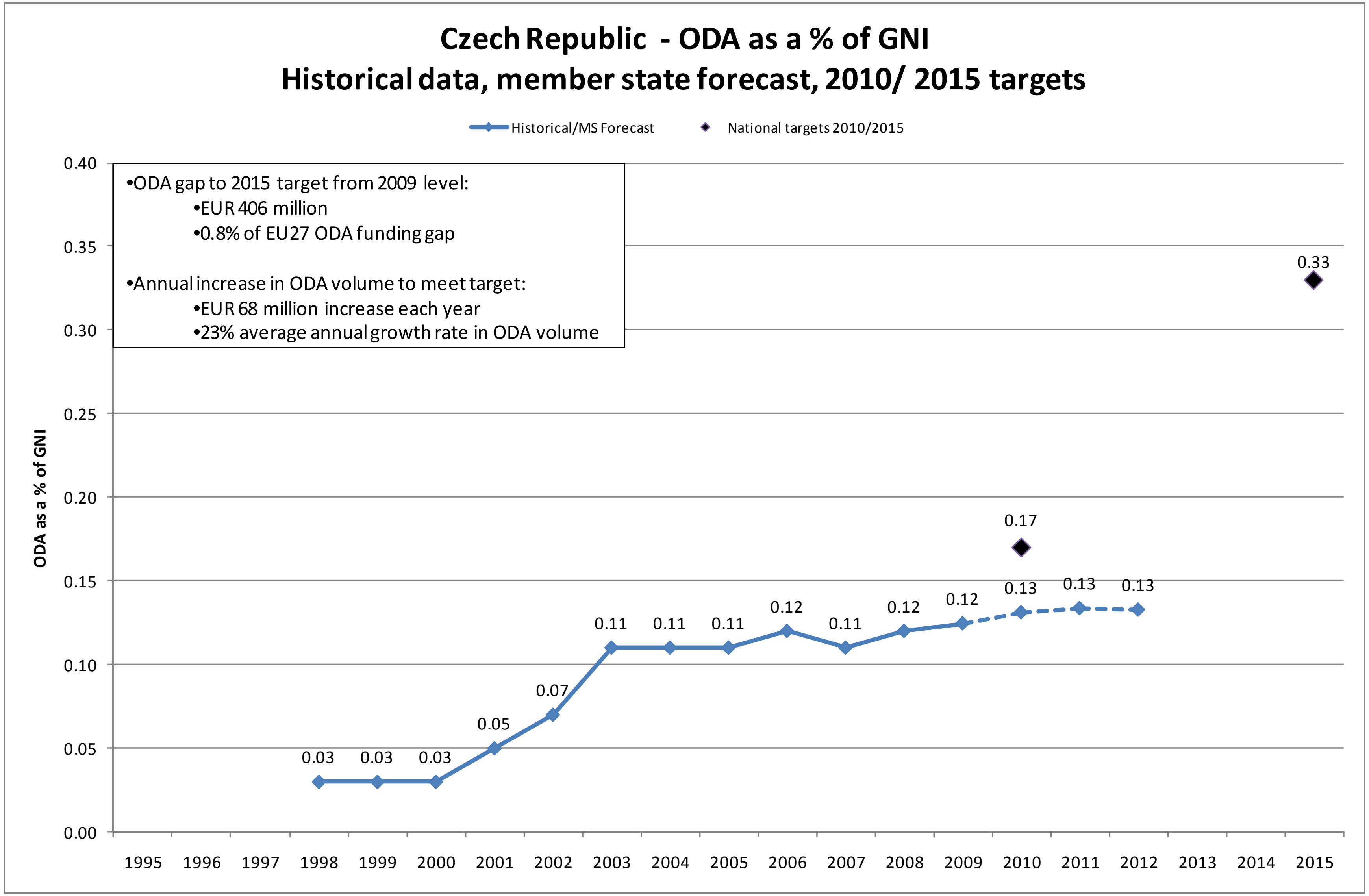
Czech Republic - ODA as a % of GNI
Historical data, member state forecast, 2010/ 2015 targets
Historical/MS Forecast
National targets 2010/2015
•ODA gap to 2015 target from 2009 level:
•EUR 406 million
•0.8% of EU27 ODA funding gap
•Annual increase in ODA volume to meet target:
•EUR 68 million increase each year
•23% average annual growth rate in ODA volume
ODA as a % of GNI
0.40
0.35
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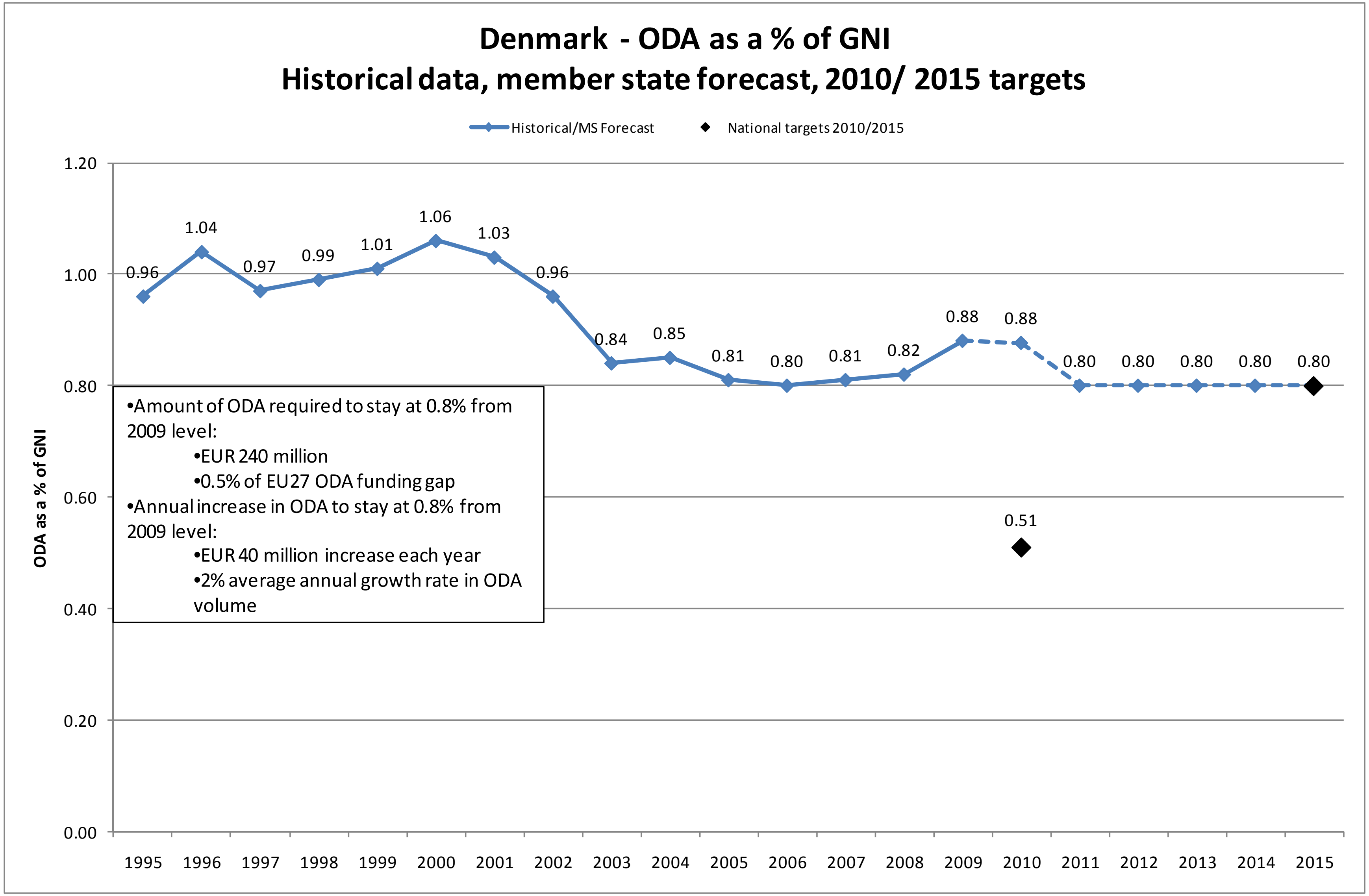
Denmark - ODA as a % of GNI
Historical data, member state forecast, 2010/ 2015 targets
Historical/MS Forecast
National targets 2010/2015
ODA as a % of GNI
1.20
1.00
0.80
0.60
0.40
0.20
0.00
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0.81
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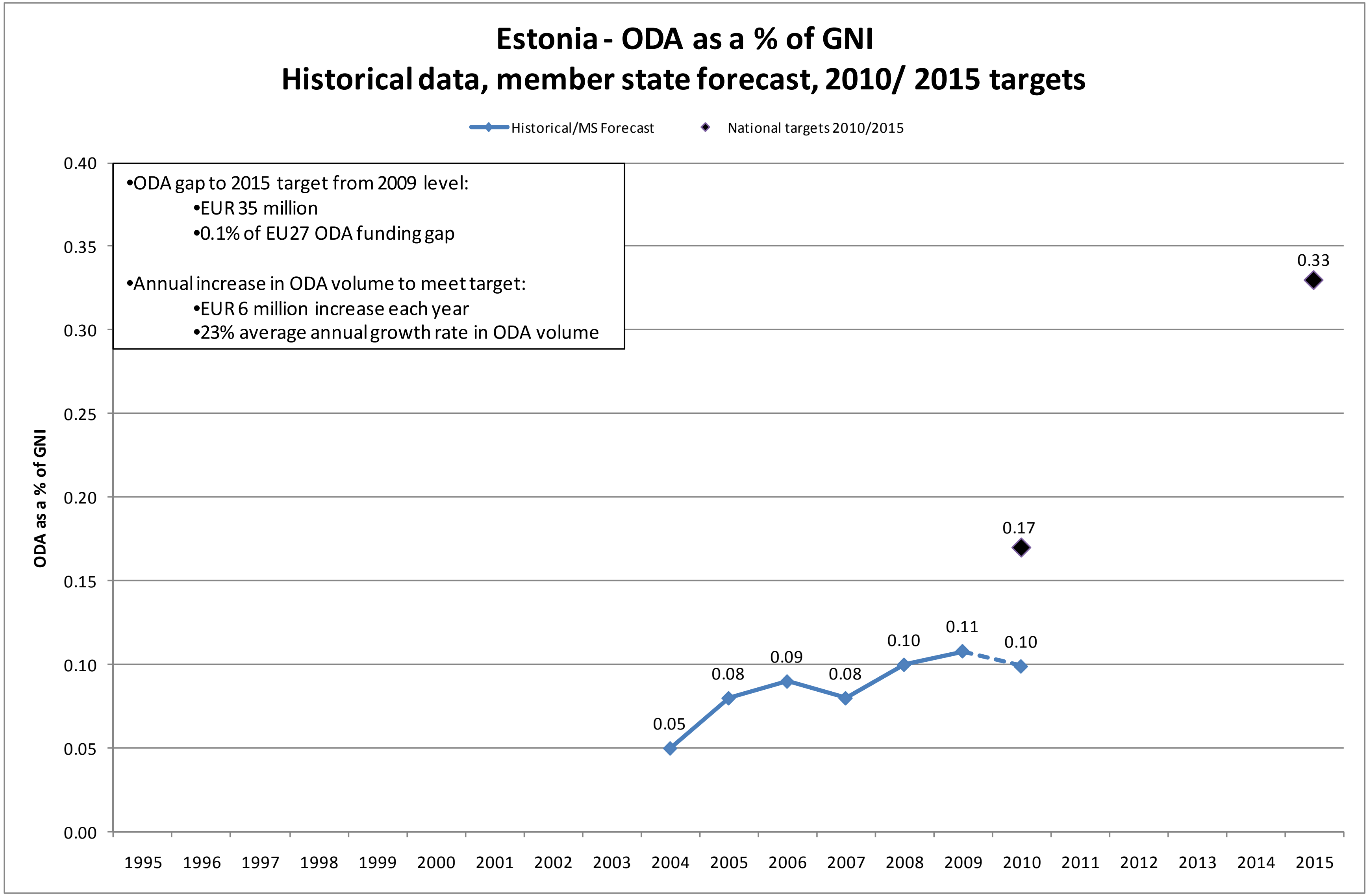
0.80
0.51
•Amount of ODA required to stay at 0.8% from 2009 level:
•EUR 240 million
•0.5% of EU27 ODA funding gap
•Annual increase in ODA to stay at 0.8% from 2009 level:
•EUR 40 million increase each year
•2% average annual growth rate in ODA volume


Estonia - ODA as a % of GNI
Historical data, member state forecast, 2010/ 2015 targets
Historical/MS Forecast
National targets 2010/2015
•ODA gap to 2015 target from 2009 level:
•EUR 35 million
•0.1% of EU27 ODA funding gap
•Annual increase in ODA volume to meet target:
•EUR 6 million increase each year
•23% average annual growth rate in ODA volume
ODA as a % of GNI
0.40
0.35
0.30
0.25
0.20
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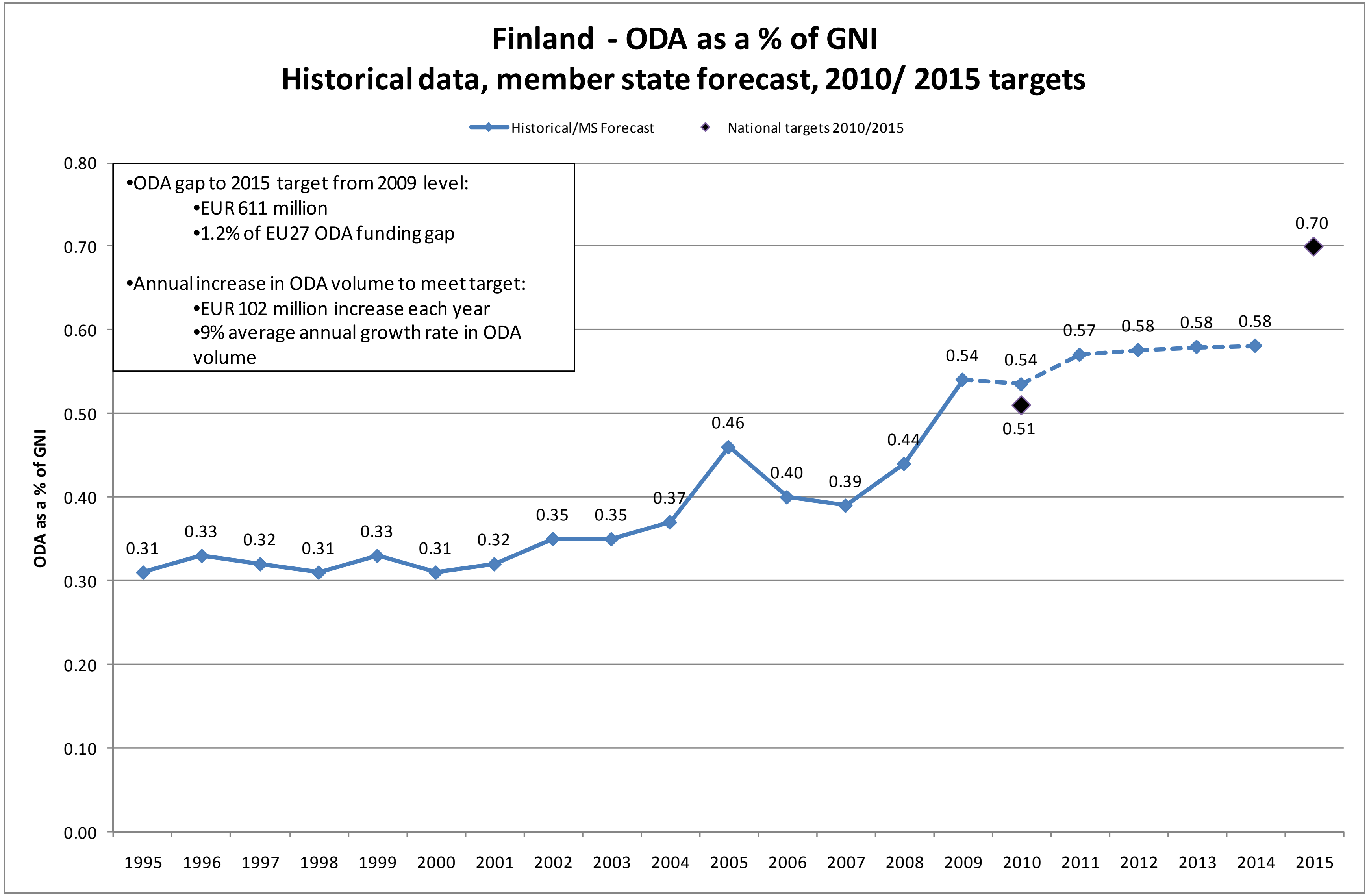
Finland - ODA as a % of GNI
Historical data, member state forecast, 2010/ 2015 targets
Historical/MS Forecast
National targets 2010/2015
•ODA gap to 2015 target from 2009 level:
•EUR 611 million
•1.2% of EU27 ODA funding gap
•Annual increase in ODA volume to meet target:
•EUR 102 million increase each year
•9% average annual growth rate in ODA volume
ODA as a % of GNI
0.80
0.70
0.60
0.50
0.40
0.30
0.20
0.10
0.00
0.31
0.33
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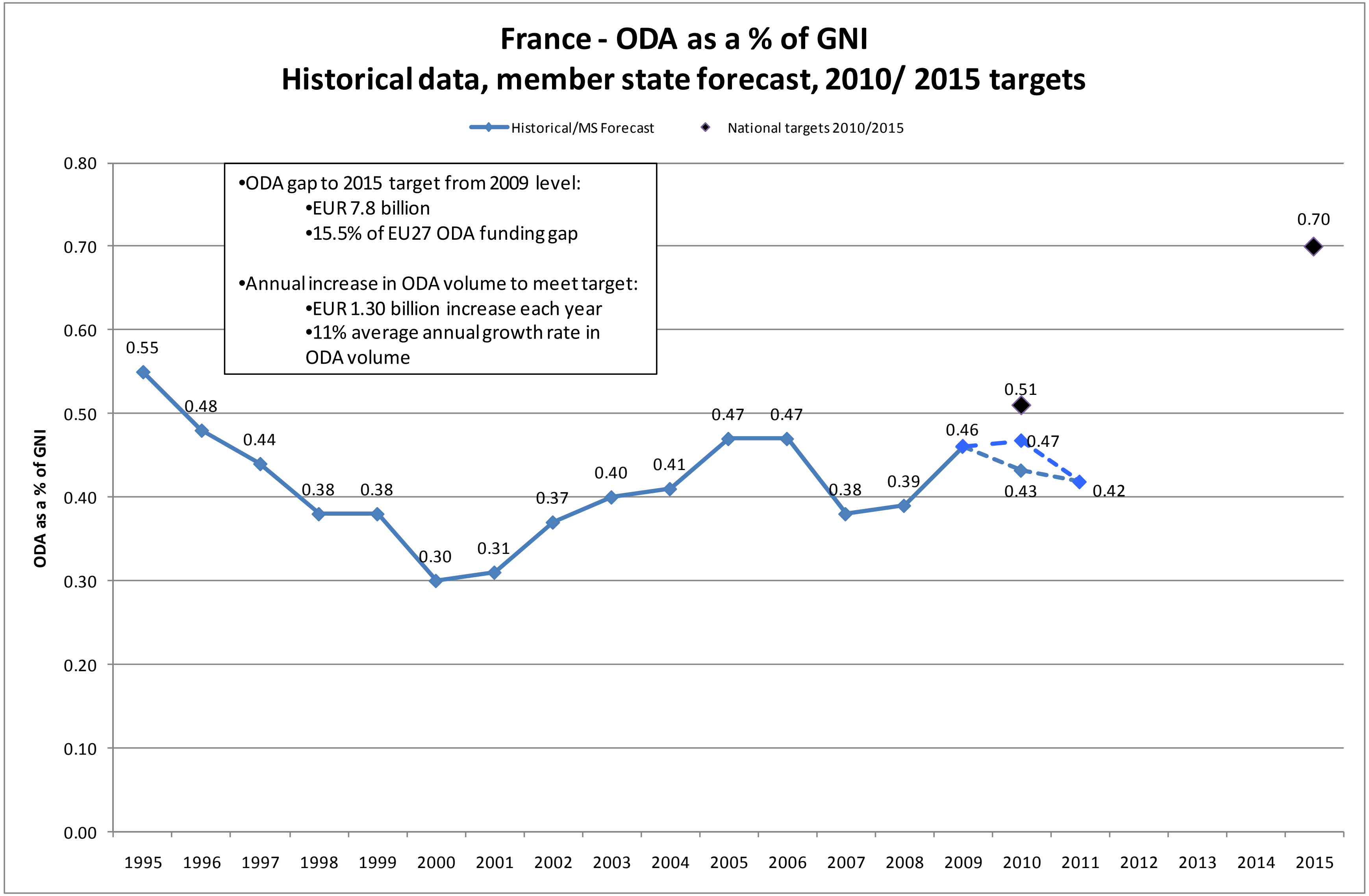
France - ODA as a % of GNI
Historical data, member state forecast, 2010/ 2015 targets
Historical/MS Forecast
National targets 2010/2015
•ODA gap to 2015 target from 2009 level:
•EUR 7.8 billion
•15.5% of EU27 ODA funding gap
•Annual increase in ODA volume to meet target:
•EUR 1.30 billion increase each year
•11% average annual growth rate in ODA volume
ODA as a % of GNI
0.80
0.70
0.60
0.50
0.40
0.30
0.20
0.10
0.00
0.55
0.48
0.44
0.38
0.38
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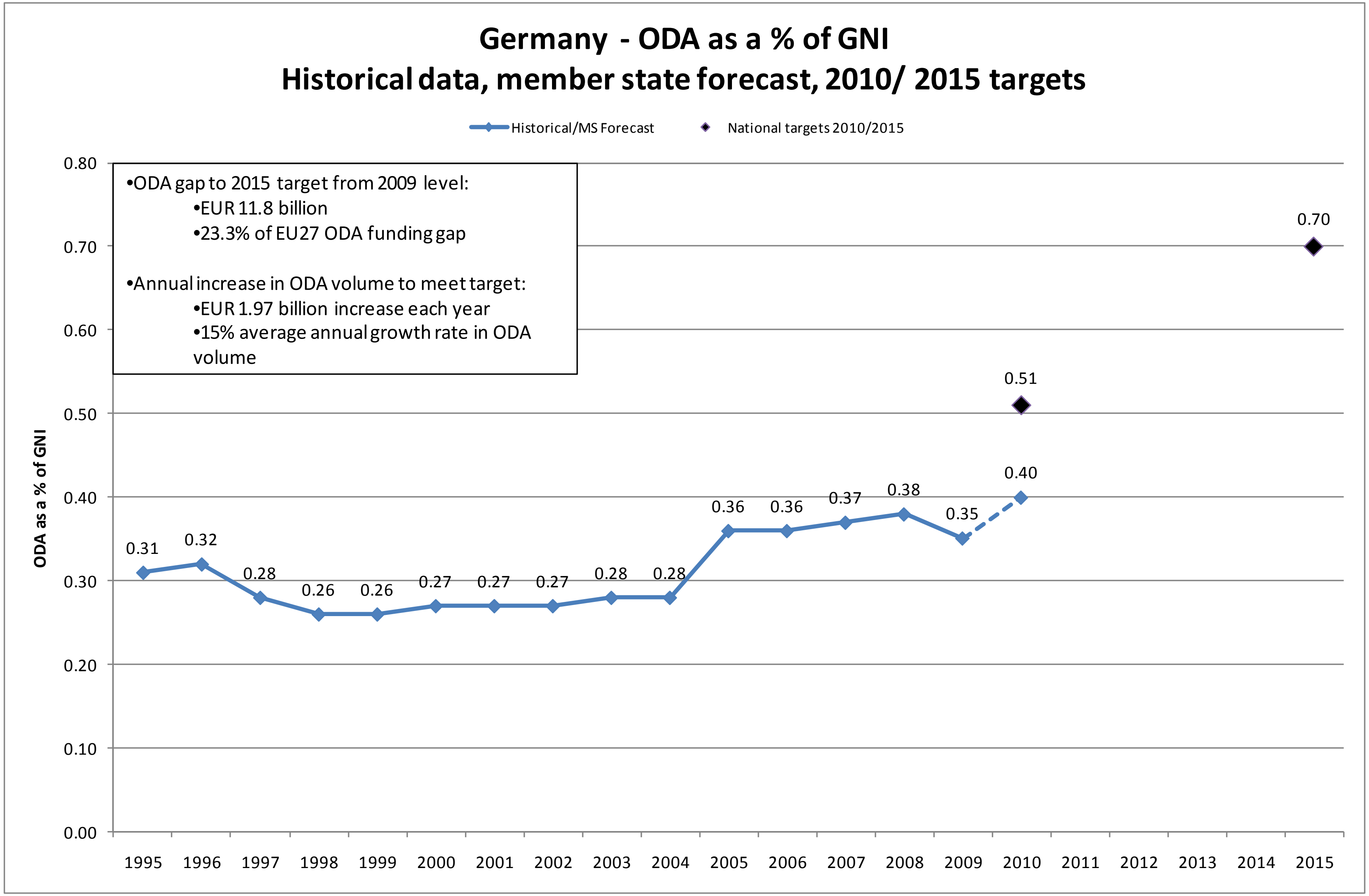
Germany - ODA as a % of GNI
Historical data, member state forecast, 2010/ 2015 targets
Historical/MS Forecast
National targets 2010/2015
•ODA gap to 2015 target from 2009 level:
•EUR 11.8 billion
•23.3% of EU27 ODA funding gap
•Annual increase in ODA volume to meet target:
•EUR 1.97 billion increase each year
•15% average annual growth rate in ODA volume
ODA as a % of GNI
0.80
0.70
0.60
0.50
0.40
0.30
0.20
0.10
0.00
0.31
0.32
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0.26
0.26
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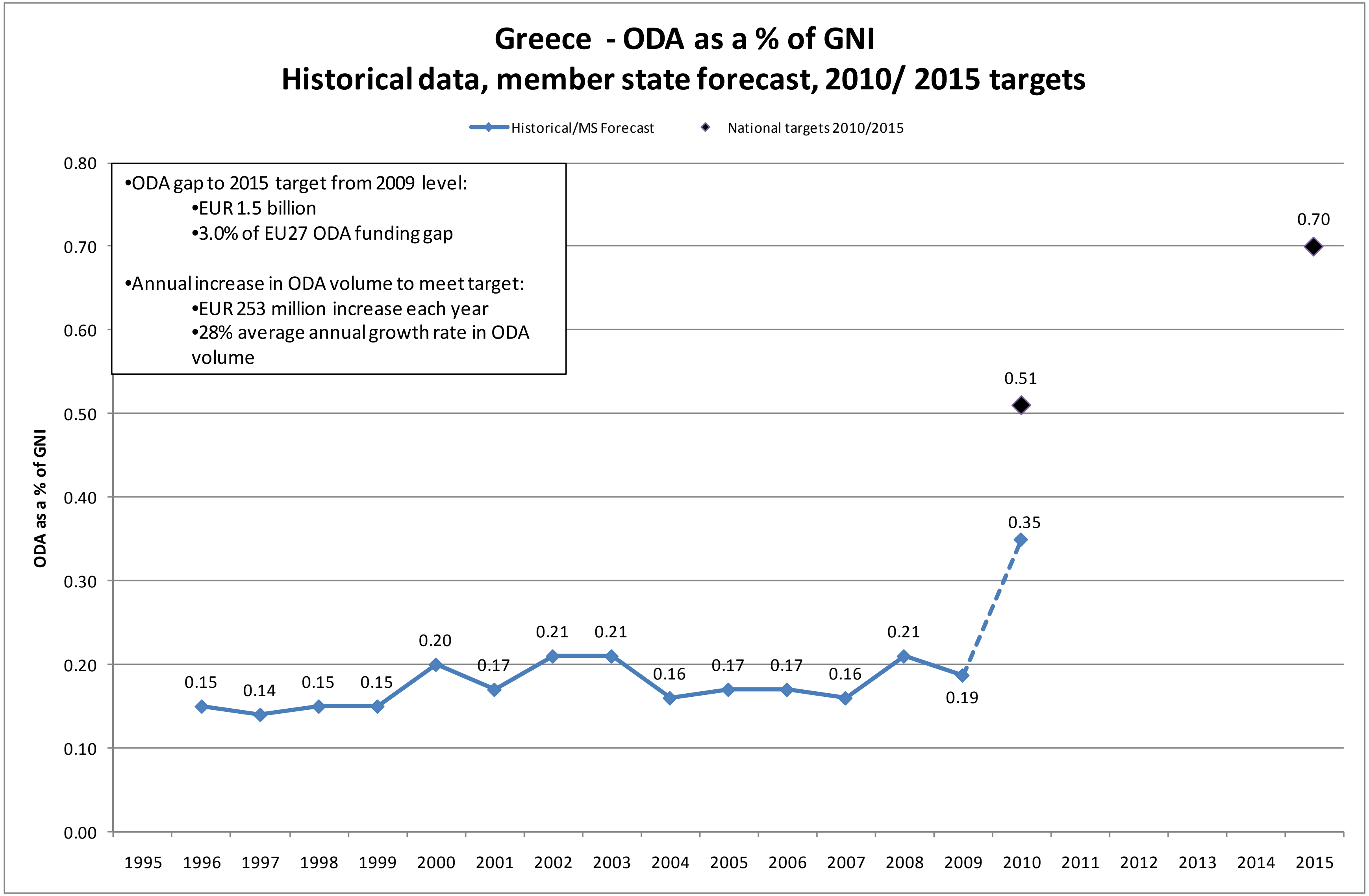
Greece - ODA as a % of GNI
Historical data, member state forecast, 2010/ 2015 targets
Historical/MS Forecast
National targets 2010/2015
•ODA gap to 2015 target from 2009 level:
•EUR 1.5 billion
•3.0% of EU27 ODA funding gap
•Annual increase in ODA volume to meet target:
•EUR 253 million increase each year
•28% average annual growth rate in ODA volume
ODA as a % of GNI
0.80
0.70
0.60
0.50
0.40
0.30
0.20
0.10
0.00
0.15
0.14
0.15
0.15
0.20
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