



IAI

Istituto Affari Internazionali

The EU and the Global Development Framework. A Strategic Approach to the 2030 Agenda

by Bernardo Venturi and Miryam Magro

ABSTRACT

The 17 Sustainable Development Goals of the 2030 Agenda adopted by world leaders in September 2015 are calling on the EU to redefine its approach to development cooperation in the framework of the new EU Global Strategy. This phase is an opportunity to include development cooperation in a strategy of external action and to integrate internal resilience with all the aspects of external action. This conference brought together policy-makers and experts from both academia and civil society to discuss these challenges and opportunities. The three sessions were focused on: the 2030 Agenda and the new global governance for development; the European Union's global action and local engagement; food security, stability and crisis prevention in the 2030 Agenda.

European Union | Development | Resilience | Global governance | Agenda 2030 | Food security



The EU and the Global Development Framework. A Strategic Approach to the 2030 Agenda

by Bernardo Venturi and Miryam Magro*

Introduction

In the wake of the Third International Conference on Financing for Development, which took place in Addis Ababa in July 2015,¹ as well as the United Nations Summit for the Adoption of the Post-2015 Development Agenda,² the 21st session of the Conference of the Parties to the UNFCCC in Paris,³ and the European Year for Development,⁴ the EU is now called upon to revise its approach to development cooperation. This revision is going to take place in parallel with the process of adopting an EU Global Strategy,⁵ and should take it into consideration.

In order to contribute to this debate, an international conference was organised in Rome on 7 March 2016 by the Istituto Affari Internazionali (IAI), in the framework of the outreach and consultation semester on the EU Global Strategy. It was organised in cooperation with the European Union Institute for Security Studies (EUISS), the Italian Ministry of Foreign Affairs and International Cooperation, and Compagnia di San Paolo, with the contribution of the European Centre for Development Policy Management (ECDPM).⁶

¹ See the conference website: <http://www.un.org/esa/ffd/ffd3>.

² See the UN Department of Economic and Social Affairs (UNDESA) website: <https://sustainabledevelopment.un.org/post2015/summit>.

³ See the UN Framework Convention on Climate Change (UNFCCC) website: http://unfccc.int/meetings/paris_nov_2015/meeting/8926.php.

⁴ See the European Year for Development website: <https://europa.eu/eyd2015>.

⁵ See the European External Action Service (EEAS) website: http://www.eeas.europa.eu/top_stories/2015/150627_eu_global_strategy_en.htm.

⁶ An event photoset is available on Flickr: <https://www.flickr.com/photos/59317822@N05/sets/72157663584532293>.

* Bernardo Venturi is Researcher at the Istituto Affari Internazionali (IAI). Miryam Magro is intern at IAI.

· Summary report of the conference "The EU and the Global Development Framework. A Strategic Approach to the 2030 Agenda" held in Rome on 7 March 2016. The conference was organised in the framework of the review of the EU Global Strategy by the Istituto Affari Internazionali (IAI) in cooperation with the European Union Institute for Security Studies (EUISS), the Italian Ministry of Foreign Affairs and International Cooperation and the Compagnia di San Paolo, with the contribution of Centre for Development Policy Management (ECDPM).

During the welcoming address, the Italian Deputy Foreign Minister Mario Giro opened the conference highlighting the importance of and link between the 17 Sustainable Development Goals (SDGs), the Addis Ababa Action Agenda and the Paris Agreement on Climate Change, which together represent “the core of a universal set of policies destined to influence the decisions of governments around the world independently from the level of development their countries have reached,” and defined the 2030 Agenda as a “new global deal” with transformative character. He also emphasized how non-governmental actors (parliaments, the private sector, civil society, local authorities, and academia) play a fundamental role in this process.



Conference participants

In his keynote speech, Christos Stylianides, the European Commissioner for Humanitarian Aid and Crisis Management, recalled the necessity of a better management of Europe's borders, and the moral obligation for the EU and for the international community as a whole to face the humanitarian crisis of migrants in a more effective way. He also argued for the uselessness and danger of building barriers in the Union because they do not solve problems, but rather create “a fortress Europe based on fear and isolation.”⁷ He underlined the strong linkages that exist between humanitarian aid and development, stressing in particular the role of education in emergency contexts as an instrument for protecting children from radicalisation, forced recruitment, forced marriages and dangerous migration routes.

In a video message from the UN Headquarters in New York, David Nabarro, the UN's Special Adviser on the 2030 Agenda for Sustainable Development, stressed the main features of the 2030 Agenda, in particular the internal and external dimensions of its implementation, the need for greater policy coherence and the challenges of integration between sectors. He also highlighted the leadership role of the EU in the global development framework, in particular through its holistic and comprehensive approach that “leaves no one behind” and “no goal behind,” and put forward recommendations for the integration of Agenda 2030 in the EU Global Strategy.

⁷ The speech of Commissioner Christos Stylianides is available in the EU Global Strategy website: <https://europa.eu/globalstrategy/en/speech-commissioner-christos-stylianides-eu-and-global-development-framework-strategic-approach-2030>.



From left to right: Christos Stylianides, Mario Giro, Nathalie Tocci

1. Toward a new global governance for development: the 2030 Agenda

The 2030 Agenda for Sustainable Development, adopted by world leaders in September 2015, officially came into force on 1 January 2016. The 17 Sustainable Development Goals included in the Agenda are innovative for three reasons. Firstly, they are universal and call for shared

responsibilities and action by all countries, poor, rich and middle-income, to promote prosperity while protecting the planet. Secondly, the 169 targets of the SDGs are multisectorial and wider in scope than the Millennium Development Goals (MDGs), covering many topics that were not directly included by the official development assistance (ODA). For instance, Goal 8 focuses on inclusive and sustainable economic growth and employment and Goal 16 on peace, justice and strong institutions. Finally, the number and diversity of actors involved is broader. Sustainable development is not presented as an issue only for states and official diplomacy; private actors, both profit and non-profit, are fully part of the process.

This last innovative aspect addresses the challenge of coordination on different levels. The efforts of coordination were already complex among governments for the MDGs, and the inclusion of the private sector will make them more challenging. However, the 2030 Agenda clarifies that the implementation will be led by governments and that the SDGs will be a compass for aligning the national policies in a global partnership. The Agency for Development Cooperation recently established in Italy could become a positive example of a new body potentially able to coordinate such efforts on SDGs at the national level.

Countries have therefore the primary responsibility to follow up and review the progress made in implementing the Goals. Regional follow-up and review will be based on national-level analyses and contribute to follow-up and review at the global level. In this process, a crucial role is played by a quality, accessible and timely data collection. The global indicator framework, to be developed by the Inter-agency and Expert Group on SDG Indicators (IAEG-SDGs), will be agreed on by the UN Statistical Commission by March 2016.⁸ The Economic and Social Council and the General Assembly will then adopt these indicators. Governments will also develop their own national indicators to assist in monitoring progress made on the Goals and targets. These indicators raise some concerns, especially from civil society organisations (CSOs), but a better analysis will be possible only when the indicators are fully developed. Certainly, Local Authorities (LAs) and CSOs can play

⁸ See the UNDESA Statistics Division website: <http://unstats.un.org/sdgs/iaeg-sdgs>.

an important role in the participatory process, in highlighting the needs of the people and transforming the message of the agenda into a daily message for citizens.

Another widespread concern about the implementation of the Agenda is based on the fact that the SDGs are not legally binding. This is particular problematic, as it causes asymmetry with regional or global trade rules that are legally binding. The risk is that it will weaken the implementation of the SDGs. However, those who support this choice, or those that consider it to be inevitable, highlight the fact that the national ownership in implementing and coordinating efforts should strengthen the political weight of the agreement.



From left to right: James Mackie, Paddy Carter, Margherita Romanelli

Finally, appropriate financial resources are essential for implementing the Goals. Nationally owned and country-led sustainable development strategies will require resource mobilisation and financing strategies. This also means having key objectives and priorities, a clear weak point of the comprehensive and inclusive 2030 Agenda. It should also be asked what mobilising private resources really means. It is not just about leveraging more, but also about understanding what ODA can achieve; from a governance perspective, transparency and accountability in the allocation of funds are very important in this direction.

However, economic resources per se are not enough. A “business as usual approach” should be avoided. In fact, Policy Coherence for Sustainable Development (PCSD) is clearly reflected in Target 17.14a as a means of implementation. It requires governments to consider the effects of their domestic policy-making on poverty reduction and environmental protection domestically and abroad.

2. The European Union between global action and local engagement

The new EU Global Strategy is a great opportunity for development cooperation. On the one hand, development cooperation could be fully included in a strategy of external action. On the other hand, following the 2030 Agenda’s approach, the EU could have an integrated approach linking internal resilience with all the aspects of external action, being aware that development is political and “development diplomacy” may be a more appropriate narrative than development cooperation. In addition, the Global Strategy can further institutionalise an approach focused on preventive action and help to address the root causes of insecurity and poverty. Now more than ever, policy coherence will play a crucial role, and the link between peace, security and development needs to be more adequately considered. Given



From left to right: Jason Nardi, Anders Aeroe, Jose Luengo-Cabrera

the political nature of development, accountability and monitoring should also be in the forefront.

An issue that is often left behind by the EU is equality, which is often mentioned by some international organisations or CSOs while its political implications and implementing strategies are neglected. According to some CSO representatives, inequality should be better measured because a strong

concentration of wealth could be an obstacle for development that needs to be addressed seriously. In addition, development should refocus on a more binding human-rights approach, including in relation to private-sector contribution.

The role of the private sector as an agent of development should be reaffirmed, for instance through small and medium enterprise (SME) creation – in which the EU has significant experience to share – as well as in the context of regional integration, regulation and entrepreneurship. The potential and limits of social and solidarity economy (social enterprises, cooperatives, etc.) should be part of this process.

All these elements pointed to the importance of closely considering the 2030 Agenda in the EU Global Strategy and will require several updates and shifts in EU policies in different sectors.

3. Food security, stability and crisis prevention in the 2030 Agenda

“Zero hunger”, the second SDG, is transversal in its nature and interlinked with the whole 2030 Agenda. In fact, cross-policy frameworks and inter-linkages among SDGs deserve further exploration and analysis. Often, policies that are not labeled under “food security” can have a great impact on food security itself. Food crises are often not a crisis of lack of food but a crisis of access to it, and it is not a matter of production at the global level but rather a problem of consumption at the local level and of land rights. Price instability, market distortions and local access to land are potential drivers of food crises.

More attention needs to be strategically focused on consumption/production patterns, including the reduction of food loss and waste management. While traditional resources remain important (ODA), more has to be done on the side of domestic resources (as mentioned in the Addis Ababa Action Agenda). Fundamentally, it is crucial to keep the focus on small farmers and the “land rights agenda.”

Food security and nutrition are particularly relevant in conflict prevention and for the resilience of fragile states. Therefore, food security and nutrition must be adequately considered in the management of humanitarian crisis and in development strategies for countries in protracted crises. More has to be done to show the effective link between food security and peace and security.



Nicoletta Pirozzi and Gulshan Sachdeva

On food security and global development, a stimulating example is India. This country will play a very important role in achieving the SDGs. For instance, 30 percent of Indians (1.32 billions, 17.84 percent of the total world population) remain very poor. Growth is happening, but there is still inequality and pockets of potential instability within the country and the wider region, where the US, China and (to a lesser extent) Russia are more engaged than the EU. However, the EU is a positive model and a partner on several issues. The EU can play an important role in supporting civil society; it has played and will continue to play an important role in placing human rights, climate change, and the death penalty on the agenda. The EU and India could also increasingly work in partnership in fostering development cooperation (i.e., lines of credit, capacity building and training programs by India are increasing worldwide).

Recommendations

The EU should:

- Align its Global Strategy with the 2030 Agenda and ensure a coherent and integrated internal and external implementation process, which must also involve climate and humanitarian actions.
- Commit to the internal implementation of the 2030 Agenda and engage the international community – in all bilateral cooperation schemes and multilateral instances – in the follow-up, monitoring and accountability related to its implementation, based on voluntary and peer review of the progress towards the SDGs.
- Lead on 2030 Agenda implementation and provide guidance to its Member States for its domestic application.
- Avoid “business as usual approaches” and fully consider the consequences of financial and economic choices on internal and external resilience and development.

- Review the Consensus on Development Cooperation accordingly (on the basis of the dual concept of sustainable prosperity and solidarity) and support reform of the international institutions (UN and non-UN) that are involved in the realisation of the SDGs in order to enhance their effectiveness and make them more “fit for purpose.”
- Continue to look beyond aid and also address issues of policy coherence. In addition, increase aid effectiveness, also establishing a stronger relation between humanitarian aid and development cooperation that includes joint risk analyses, multiannual programming and financing.
- Promote a greater mainstreaming of food security throughout the EU policy range. In addition, the EU should encourage more equal and sustainable progress on food security and fighting hunger, in cooperation with the countries that are more affected by this problem, starting from the land-rights question.



Conference participants

- Fully implement Goal 16 by strengthening the link between peace, security and development policies, in particular in fragile states, post-conflict situations and countries in protracted crises.
- Strengthen internal resilience through durable solutions by investing in job opportunities, education, infrastructure and social protection, with the objective to make people self-reliant.
- Mainstream regional integration, health care and climate change in the Global Strategy as sectors in which the EU already has a leading role and in which it may play a global leadership role.

Updated 30 March 2016

Conference Programme

Rome, 7 March 2016

Welcome Addresses

Mario Giro, Deputy Minister, Italian Ministry of Foreign Affairs and International Cooperation

Introductory Remarks

Nathalie Tocci, Deputy Director, Istituto Affari Internazionali (IAI), and Special Advisor to EU HRVP Federica Mogherini

Antonio Missiroli, Director, European Union Institute for Security Studies (EUISS), Paris

Video Message

David Nabarro, UN's Secretary General Special Adviser on 2030 Agenda for Sustainable Development

Keynote Speech

Christos Stylianides, European Commissioner for Humanitarian Aid and Crisis Management

Session I

Toward a New Global Governance for Development: The 2030 Agenda

Chair **James Mackie**, Senior Adviser EU, Development Policy, European Centre for Development Policy Management (ECDPM), Maastricht

Speakers **Laura Frigenti**, Director, Italian Agency for Development Cooperation, Rome
Paddy Carter, Researcher, Overseas Development Institute (ODI), London

Matthias Helble, Research Economist, Asian Development Bank Institute (ADBI), Tokyo

Margherita Romanelli, Policy Advisor and Asia Desk Officer, Gruppo Volontariato Civile (GVC), Bologna

Session II

The European Union between Global Action and Local Engagement

Chair **Jose Luengo-Cabrera**, Associate Analyst, European Union
Institute for Security Studies (EUISS), Paris

Speakers **Anders Aeroe**, Director, Division of Market Development,
International Trade Centre (ITC), Geneva
Damien Helly, Deputy Head, Strengthening European External
Action Programme, European Centre for Development Policy
Management (ECDPM), Maastricht
Jason Nardi, RIPESS EU-Solidarity Economy Europe, General
Delegate, RIPESS Intercontinental, Member of the Board of
Directors
Gaspar Frontini, Head of Unit "Policy and Coherence", DG
DEVCO, European Commission, Brussels

Session III

Food Security, Stability and Crisis Prevention in the 2030 Agenda

Chair **Nicoletta Pirozzi**, Senior Fellow, Istituto Affari Internazionali
(IAI), Rome

Speakers **Luca De Fraia**, Deputy Secretary General, ActionAid Italy,
Rome
Gulshan Sachdeva, Professor, Centre for European Studies,
School of International Studies, Jawaharlal Nehru University,
New Delhi
Kostas Stamoulis, Assistant Director-General, Economic
and Social Development Department, Food and Agriculture
Organisation of the United Nations (FAO), Rome

Closing Session

Ettore Greco, Director, Istituto Affari Internazionali (IAI),
Rome
Giampaolo Cantini, Director General for Development
Cooperation, Italian Ministry of Foreign Affairs and
International Cooperation, Rome

Istituto Affari Internazionali (IAI)

Founded by Altiero Spinelli in 1965, does research in the fields of foreign policy, political economy and international security. A non-profit organisation, the IAI aims to further and disseminate knowledge through research studies, conferences and publications. To that end, it cooperates with other research institutes, universities and foundations in Italy and abroad and is a member of various international networks. More specifically, the main research sectors are: European institutions and policies; Italian foreign policy; trends in the global economy and internationalisation processes in Italy; the Mediterranean and the Middle East; defence economy and policy; and transatlantic relations. The IAI publishes an English-language quarterly (*The International Spectator*), an online webzine (*AffarInternazionali*), two series of research papers (*Quaderni IAI* and *IAI Research Papers*) and other papers' series related to IAI research projects.

Via Angelo Brunetti, 9 - I-00186 Rome, Italy

T +39 06 3224360

F + 39 06 3224363

iai@iai.it

www.iai.it

Latest DOCUMENTI IAI

- 16 | 05 Bernardo Venturi and Miryam Magro, *The EU and the Global Development Framework. A Strategic Approach to the 2030 Agenda*
- 16 | 04 Fabrizio Saccomanni, *L'Italia e la riforma della governance economica europea*
- 16 | 03 Bernardo Venturi, *EU Relations with Latin America: From Social Resilience to Global Governance*
- 16 | 02F Jean-Pierre Darnis, *France/ Italie: scenarios stratégiques bilatéraux*
- 16 | 02 Jean-Pierre Darnis, *Francia/Italia: scenari strategici bilaterali*
- 16 | 01 Maria Elena Sandalli, *Challenges to European Security: A Transatlantic Perspective*
- 15 | 27 Andrea Dessì, *Radicalisation in the Mediterranean Region: Old and New Drivers*
- 15 | 26E Francesca Monaco and Tommaso De Zan, *Italy and NATO: What Defence?*
- 15 | 26 Francesca Monaco e Tommaso De Zan, *Italia e Nato: quale difesa?*
- 15 | 25E Paola Tessari, Paola Sartori and Alessandro Marrone, *Italian Defence Policy between NATO and the White Paper*
- 15 | 25 Paola Tessari, Paola Sartori e Alessandro Marrone, *La politica di difesa italiana tra Nato e Libro Bianco*