

## **CONCORD's recommendations on the Global Public Good and Challenges Programme**

### **May 2013**

CONCORD welcomes the Commission's Proposal for a Global Public Goods and Challenges (GPGC) programme in the new Development Cooperation Instrument (DCI). We support the ambitious objectives of such a programme contributing to the EU's international development commitments, its cross-cutting and multi-stakeholder approaches. The GPGC can be used to maximize opportunities for more holistic and integrated approaches, provided sub-themes are well attuned to each other and programming exercises are managed carefully. The GPGC will help add value to the EU positioning on post 2015 global development framework linking environmental sustainability with human development.

CONCORD would like to express its interest in the GPGC programme and hopes to continue its partnership with the European Commission (EC) in the implementation of EU external action. We believe that Civil Society Organisations (CSOs) can have an important role to play in delivering on the GPGC programme; therefore we expect the EU to adopt a consultative and participatory approach in the context of the GPGC programme design, in line with the commitments of the Structured Dialogue with respect to EU's development policy and programme development. We would like to encourage the EC to consider our recommendations when developing the Multi-annual Indicative Programme (MIP) of the GPGC.

#### **CONCORD key recommendations for the GPGC Programme**

- 1. The Civil Society Organization's Right of Initiative should be promoted**
- 2. The GPGC should adopt a Human Right Based Approach to Development**
- 3. The EC should adopt an appropriate mix of aid modalities to outreach a diversity of stakeholders**
- 4. Structured and timely consultations with Civil Society Organisations in the programming should be ensured**
- 5. The EC should find a good balance between holistic integrated approaches and support to key themes**
- 6. Differentiation should not apply to the GPGC**

## **1. Right of Initiative**

The guiding principle of the Right of Initiative should be respected and promoted as an intrinsic right to CSOs as independent development actors in their own right. This is in line with the Structured Dialogue Conclusions adopted in May 2011 and the internationally agreed commitments as defined in Art.20 of the Accra Agenda for Action.

## **2. Human Rights Based Approach (HRBA)**

A strong emphasis should be put on a Human Rights Based Approach to development in the GPGC Programme. It should reflect the EU's international commitments and obligations concerning human rights and development<sup>1</sup>, and should focus on the most marginalized and vulnerable. Benchmarks for measuring standards of human rights, the rule of law, and democracy should also be included in programming and evaluation guidelines, as well as in the budget lines.

## **3. Appropriate mix of aid modalities**

The GPGC should take into account the diversity and complementarity of actors (small grass roots NGOs, international NGOs, other CSOs, private sector, local authorities, governments, etc.) and their prominent role for EU development policy. During the Structured Dialogue process the European Commission presented different funding modalities for Civil Society Organisations such as<sup>2</sup>:

- Regranting, including for local CSOs (Technical Fiche - TF 2)
- Programme funding (TF 3)
- Follow-up grants (TF 4)
- Ringfencing in calls for proposals (TF 10), and
- Simplified calls for proposals for low value grants (TF 12).

Funding modalities may also foresee simplified cost options (unit cost, lump sum or flat rate), and the eligibility of entities which do not have legal personality. Direct award of grants should be limited to specific situations with clearly stated objectives and transparent criteria to make the selection of partners.

We would recommend that the GPGC draws upon this broader mix of aid modalities to reach out to a diversity of actors in a balanced and accessible way and best respond to the widest possible range of stakeholders, needs and contexts.<sup>3</sup> The GPGC should therefore recognise the implementing role of large international CSOs as well as smaller local CSOs and Community based organisations, and dedicate appropriate level of funding accessible to these different types of actors under all areas of the GPGC.

## **4. The GPGC programming process and consultation with civil society**

Structured and timely consultations with Civil Society Organisations in the elaboration of the multi-annual GPGC Indicative Programme, the related Annual Action Programmes and the Mid-term Review should be ensured. This would favor a clear and transparent approach of the European Commission and enhance its accountability. In particular, implementation modalities should be discussed in a strategic consultation process with stakeholders and should include CSOs. A clear justification concerning the selection of projects and beneficiaries would make the EC's decisions more understandable for stakeholders.

The programming process should be based on a proper assessment and lessons learnt from past experiences, as well as monitoring and evaluation, ensuring inclusive participation of all stakeholders including EU Delegations and strategic and implementing partners.

---

<sup>1</sup> including the Universal Declaration on Human Rights, the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights, the Convention on the Elimination of all forms of Discrimination Against Women, the UN Convention on the Rights of the Child, the UN Declaration on the Right to Development and the UN Convention on the Rights of Persons with Disabilities,

<sup>2</sup> [https://webgate.ec.europa.eu/fpfis/mwikis/aidco/index.php/Structured\\_dialogue](https://webgate.ec.europa.eu/fpfis/mwikis/aidco/index.php/Structured_dialogue)

<sup>3</sup> Cf. Structured Dialogue, Concluding Paper, p. 15.

A disproportional share of thematic programmes has been awarded in the past to multi-lateral or international institutions.<sup>4</sup> The current increase in EU funds disbursed through International Organisations seems to be based more on EC internal management concerns and need to transfer monitoring and follow up responsibilities, than on efficiency and result oriented criteria for the benefit of the poor. Additional funding to International Organisations from thematic programmes should be carefully justified. As stated in the ENRTP mid-term evaluation of 2009: *“Strategic cooperation with international NGOs should also be contemplated in order to enlarge the scope of possible collaborators and to make sure that the best possible partner for the implementation of a certain project will be identified. Dialogue with local non-state stakeholders is often better ensured by NGOs than by international organisations, and bilateral cooperation agencies often have specific areas of expertise or policy that might be very useful for cooperation in a certain sector”*.<sup>5</sup>

Predictability of funding should also be granted, in particular for call for proposals, by respecting the good practice of publishing Annual Work Programmes at the beginning of the Year, as requested by the Financial regulation.

## **5. Maintaining important themes**

We support the European Commission’s idea to maximise opportunities for more holistic and integrated approaches within the GPGC, thus avoiding silo thinking. However, it is important that we maintain the much needed funding for themes which are currently covered by the thematic programmes, in particular:

- Food security and sustainable agriculture
- Migration and Asylum
- Environment and Climate Change
- Sustainable energy
- the priorities included in the Investing In People programme: Good Health for All, Education, Gender equality, Other human & social development, Social cohesion, Decent work, Children and Youth, Culture.

The GPGC programme should reflect added value and be coherent with and complementary to other thematic programmes in order to fill the gap. It should not replace bilateral aid for key themes, such as food security, which are no longer covered under geographic instruments in differentiated countries. Hence skilful integration and coordination among sub-themes of the new GPGC Programme will be required.

The GPGC programme should keep adequate levels of funding for “service delivery type” actions by NGOs targeting marginalised communities or areas not reached by government services and for integrated community based programmes to strengthen community resilience.

## **6. Differentiation**

Differentiation should not be applied to thematic programmes. During the first EU Policy Forum on development in May 2012 the EC clearly stipulated that thematic programmes would be eligible for all developing countries.<sup>6</sup> In line with this, access to thematic programmes shall be ensured for CSOs in all partner countries covered by the DCI, including those without bilateral support. The 2012 call on “Violence Against Children” under the Investing in People Programme is an example of the European Commission’s new tendency to narrow down the access to thematic programmes, as only LDCs and other low income countries were eligible. EU Delegations in Middle Income Countries should also continue to have the necessary capacity and human resources to manage projects funded under the thematic programmes.

---

<sup>4</sup> Cf. Food Security Thematic Programme, Mid-Term Review, p. 48.

([http://ec.europa.eu/development/icenter/repository/FSTP\\_MTR\\_Final%20Report%20\(Main\)%20October%202009.pdf](http://ec.europa.eu/development/icenter/repository/FSTP_MTR_Final%20Report%20(Main)%20October%202009.pdf))

<sup>5</sup> Review of the ENRTP, 2009, p. 55.

<sup>6</sup> See report of EU Policy Forum on Development, first interim meeting May 2012, p. 4

([https://webgate.ec.europa.eu/fpfis/mwikis/aidco/images/4/47/PF-Report\\_1st\\_interim\\_meeting\\_PFD-May\\_2012\\_EN.pdf](https://webgate.ec.europa.eu/fpfis/mwikis/aidco/images/4/47/PF-Report_1st_interim_meeting_PFD-May_2012_EN.pdf))