



# worldwise europe **pcd study**

EIGHT CASE STUDIES TO PROMOTE POLICY COHERENCE FOR DEVELOPMENT



## Abbreviations & Acronyms

— ADLI	Agricultural Development-Led Industrialisation
— CSO	Civil Society Organizations
— CZDA	Czech Development Agency
— DC	Development Co-operation
— DRC	Democratic Republic of the Congo
— EC	European Commission
— EEA	European Economic Area
— EEAS	European External Action Service
— EP	Eastern Partnership
— EU	European Union
— FAO	Food and Agriculture Organization of the United Nations
— FTC	Farmers' Training Centres
— GDP	Gross Domestic Product
— IFAD	International Fund for Agricultural Development
— ILC	International Land Coalition
— ILUC	Indirect Land Use Change
— IMF	International Monetary Fund
— LIC	Low Income Countries
— MDGs	Millennium Development Goals
— MFA	Ministry of Foreign Affairs
— MIC	Middle Income Countries
— MiFiD	Markets in Financial Instruments Directive
— ODA	Official Development Assistance
— OECD	Organisation for Economic Co-operation and Development
— OECD DAC	Development Assistance Committee of the Organisation for Economic Co-operation and Development
— OHADA	Organization for the Harmonization of African Business Law
— OHCHR	UN Office of the High Commissioner for Human Rights
— PCD	Policy Coherence for Development
— SNNPR	Southern Nations, Nationalities and Peoples Region
— UK	United Kingdom
— UN	United Nations
— UNFPA	UN Population Fund
— UNHCR	United Nations High Commissioner for Refugees
— UNICEF	UN Children's Fund
— UNIFEM	UN Development Fund for Women
— UNGEI	UN Girls' Education Initiative
— UN-Women	UN Entity for Gender Equality and the Empowerment of Women
— USD	United States Dollar
— WTO	World Trade Organization

# Intro-

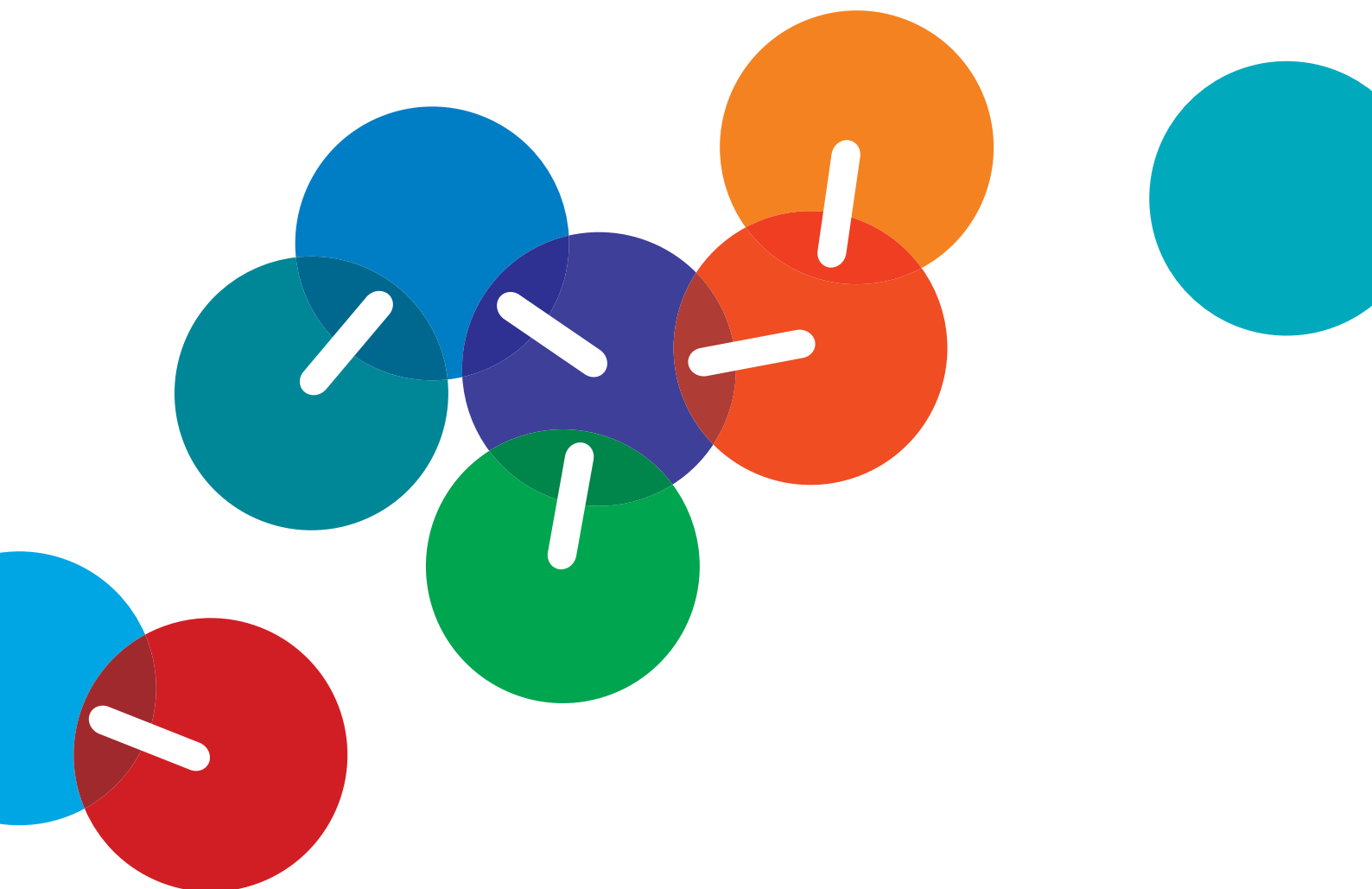
This study is the first collective publication produced within the scope of the project **World-Wise Europe: A more coherent Europe for a fairer world**. Launched in February 2013, the initiative unites the national platforms of development NGOs from Belgium (French-speaking Community), the Czech Republic, Estonia, France, Hungary, Poland, Romania, Slovakia, Slovenia, and the European Network on Debt and Development (Eurodad). The partners in the project pursue an overall objective of strengthening public and political support for ensuring coherent development policies as a key factor in the global fight against poverty.

This study includes case studies from **eight countries**, which illustrate the nexus between development co-operation and non-development policy areas, and the importance of co-ordination that is recognised with the same. The examples that are given illustrate how unco-ordinated policy formulation in non-development areas, such as migration or agrofuels policy, can end up contradicting and undermining development co-operation efforts. With all the country cases listed here: there is a first overview of development cooperation, including its institutional and legal frameworks; followed by an examination of specific projects, supported by civil society organisations or the government, in order to demonstrate the relation between development and other specific policy areas, such as asylum and migration, agriculture or energy.

- The **Estonian** example shows that a highly conservative policy towards asylum seekers is in direct contradiction of a focus on human rights protection in development programmes which are aimed at the very same countries from which a large proportion of asylum applicants originate.
- In **Romania**, 20% of the total ODA budget (2012) was allocated to provide scholarships to study in Romania; but these are not granted based on the needs of the partner country, while at the same time no effort has been made to assess the value of the scholarships to the partner country.
- **Slovakia** supports small-scale farmers in some regions of Kenya and contributes to improving food security, but at the same time it is part of the international trade and EU agrofuel policy, which has detrimental effects on development objectives.

- The **Poland** case shows how the government's climate policy is damaging efforts to combat climate change, a crucial issue for developing countries.
- As the Ethiopian example shows, the **Czech Republic** supports through its development co-operation smallholder farmers' sustainable livelihoods. Nevertheless, its agrofuel policy makes part of the EU agrofuel policy which, so far, failed to be constructively reformed in order to stop driving land-grabs in developing countries and stop indirect land use change (ILUC).
- In **Slovenia** we found weak mechanisms for ensuring migration and development policy are coherent, despite their obvious inter-relationship, given that both are focused on the Western Balkans.
- **Hungary's** self-interest with regard to boosting its domestic agrofuel production is clearly in contradiction of the need to halt the expansion of the cultivation and use of agrofuels, leading to rises in food prices, major environmental problems, hunger and land seizures in developing countries.
- In **Belgium**, the Minister for Foreign Affairs was actively lobbying the Congolese government to change agricultural laws, with the objective of supporting Belgian businesses rather than the development of Congolese agriculture, which is a priority for Belgian development co-operation.

Based on the above analysis, experience and work of non governmental organisations in the field, the study proposes some recommendations to the governments of these countries. This should be viewed as an accompaniment to CONCORD's recent review of PCD in a European context, which includes European level recommendations.



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# Estonian case/

## Estonian development and refugee policy

Estonia has provided development assistance for 15 years. The most important partners of its bilateral development co-operation have been Afghanistan and Georgia, but there have also been activities in Armenia, Belarus, Moldova, Ukraine and countries in other regions (mostly the Middle East). Estonia has placed a strong emphasis on establishing democracy, rule of law and respect for human rights in these partner countries – a considerable majority of Estonian development co-operation has been focused on these topics in particular. Paradoxically, Afghanistan and Georgia are also at the top of the list for the number of asylum applications from developing countries to Estonia. However, very few of these applications have benefited from a positive protection decision. This is a clear incoherence of development and migration policies. On the one hand, Estonia supports democracy and protects human rights via development co-operation, but on the other hand, it has taken a very conservative approach to asylum seekers fleeing violation of their basic rights and persecution.

As a development co-operation provider, Estonia has always focuses a majority of its resources on the development of democracy, the promotion of the rule of law and enforcement of the protection of human rights. The importance of these topics has also been clearly expressed in the most important national sectoral document, the Strategy of Development Co-operation and Humanitarian Assistance<sup>1</sup>, which names six priority sectors for Estonia's development assistance, identifies seven priority partner countries for bilateral aid (Afghanistan, Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine) and explains the main values and principles of Estonian development activities. Human rights, gender equality and care for the environment have been declared as the most important fundamental values of Estonian development co-operation.

For the period 2013-2015, Estonia is also a member of the UN Human Rights Council. The Ministry of

Foreign Affairs has declared that expanding the scope that values the principles of human rights, democracy, and the rule of law are among the country's main priorities in foreign policy. Particular emphasis has been placed on protecting the rights of women, children and indigenous people as the most vulnerable groups, which are more likely to fall victim to discrimination<sup>2</sup>. Admirably, this priority has been clearly acknowledged in Estonian development co-operation and humanitarian assistance activities. Estonia has made regular voluntarily monetary donations to the UN Office of the High Commissioner for Human Rights (OHCHR), the UN Entity for Gender Equality and the Empowerment of Women (UN-Women), the UN Children's Fund (UNICEF), the UN Population Fund (UNFPA), the UN Development Fund for Women (UNIFEM), the UN Girls' Education Initiative (UNGEI), the activities of the UN indigenous peoples' forum and other foundations.

## Estonian policy on PCD

Estonia does not have separate legislation regarding policy coherence for development (PCD), but the national strategy of development co-operation and humanitarian assistance clearly declares that, in order to support development co-operation, Estonia strives to increase the coherence between policy areas such as trade policy, security policy, research and innovation policy, environmental policy, agricultural policy and migration policy as well as co-operation between institutions in the implementation of its policies. This aim has been further confirmed with the provision of support to various agreements and initiatives at the EU and OECD level.

What is more, the national strategy includes a specific financing measure for ensuring the coherence of Estonian positions in the formation of other policy areas that affect development co-operation (such as trade policy). However, the only financial allocation that Estonia has ever made under this measure is a membership fee payment (10,000 Euros) to the International Organisation of La Francophonie.

## Estonian refugee policy

Estonia has provided international protection for nearly as long as it has been a provider of development assistance. Estonia joined the UN Convention on the Status of Refugees (1951) and the Protocol Relating to the Status of Refugees (1967) in 1997. Since then, Estonia has received a total of 439 applications for asylum and approximately half of these were submitted over the past three years, which means that the importance of this topic is rapidly growing<sup>3</sup>.

Over the years, the largest numbers of asylum applications to Estonia have been submitted by citizens of Georgia (63 persons), Russia (58) and Afghanistan (36), but Syrians (21), Belarusians (20) and Armenians (17) are also quite high on the list. Interestingly, the EU Eastern Partnership countries and Afghanistan are also the priority partners for Estonian development co-operation. Due to the recent events in Syria, Estonia has also allocated a significant amount of its humanitarian assistance to alleviate the problems that Syrian refugees are facing.

At the same time, statistics and feedback from organisations working with refugees show that Estonian policies are highly conservative regarding people who ask for asylum from persecution, or

threats to their lives etc. Since 1997, Estonia has provided protection to a total of 89 persons (including 18 family members). For example, two Armenians, three Georgians and six Belarusians have been offered asylum, which is only 10 percent of all applicants from those countries.

Approximately half of the applications from Afghan citizens received positive decisions. To date, one out of eight applications submitted by Syrians in 2013 has benefited from a positive decision. In total, Estonia is the EU country with the lowest number of refugees.

In addition, the annual human rights report submitted by the Estonian Human Rights Centre indicates that the government has not been proactive in supporting asylum seekers while they are in Estonia<sup>4</sup>. While they are in the reception centre (including after they have received international protection), most of the support services for asylum seekers are offered by civil society organisations on a project basis and the government primarily participates by funding some of these activities. At the remotely located reception centre, the asylum seekers face problems regarding access to work and educational opportunities, limited legal assistance, availability of language courses and basic information regarding managing their lives in Estonia. There is no customised approach to handling unaccompanied minors who are asylum seekers. Furthermore, the reluctance of local governments to co-operate in finding residence and providing integration assistance for persons who have been granted international protection by Estonia has been cited as a significant challenge.

The current EU reception conditions directive orders Member States to allow asylum seekers to work after one year's residence. Whereas many Member States have set the waiting time at less than six months or abolished waiting time altogether, Estonia adopted the maximum allowed time frame, effectively prohibiting asylum seekers from working at all.

The conservative nature of the Estonian asylum policy can also be seen in its reluctance to take part in refugee resettlement, intra-EU relocation and providing humanitarian admission to people in need. The unwillingness to be involved in refugee resettlement programmes operated by UNHCR becomes especially apparent and problematical in the context of the intensified influx of refugees from Syria and in the commitment that several other EU Member States have taken.



## Incoherent decisions

While it is commendable that Estonia has directed much of its development co-operation and foreign policy at large to protecting and promoting human rights, it is problematical that its refugee policy is not contributing to those same objectives. Estonia's highly conservative policy when it comes to granting international protection to asylum seekers who applied for protection due to evident violations of their rights, is incoherent with both its development policy and its general approach to human rights.

On the one hand, Estonian senior politicians have time after time made statements in support of protecting the life and dignity of all people across the world. The support of multilateral organisations and humanitarian aid missions supporting refugees is further proof of this commitment. On the other hand, Estonia is following the Geneva convention only very narrowly, as well as definitions of subsidiary protection, while many other states have

extended criteria to include other humanitarian reasons for protection. While seeking asylum from persecution is a human right that all people regardless of their origin should be able to exercise, Estonia has not even been more open to refugees from the priority countries of its development co-operation.

The conservative approach towards refugees is particularly incomprehensible considering that Estonia has itself benefited from other countries accepting its people as refugees during tough times in the 20th century. Tens of thousands of Estonians have personal experiences of being refugees themselves or know people who were forced to leave the country during the First or Second World War. An outstanding example of this fact is the president of Estonia, Toomas Hendrik Ilves, who was born in Stockholm to Estonian refugees who fled from the Soviets after the Second World War.

## Recommendations

While directly concerned with developing countries, guaranteeing policy coherence between development and refugee policies is not the sole responsibility of the Ministry of Foreign Affairs and it must not be treated as such. In fact, in this case they are the ones with the least responsibility, as they are already successfully supporting developing countries in ways that they are in charge of (i.e. development co-operation). The solution to this incoherency lies mainly in the hands of the Ministry of Social Affairs and the Ministry of the Interior.

In order to increase the coherence of the Estonian refugee policy with the objectives of the Estonian development policy and to improve the well-being and security of asylum seekers, we recommend that the Estonian government do the following:

- Set up a monitoring operation on the Estonian border in co-operation with the UNHCR and the Estonian Human Rights Centre to guarantee that the asylum application procedure is in accordance with the Estonian asylum legislation and international obligations;
- Take part in refugee resettlement programmes operated by UNHCR, especially from countries that are Estonian priority development partners (e.g. Afghani refugees in Pakistan and Iran) or that are in acute war situations (e.g. Syria);
- Bring Estonian legislation into concordance with EU directives and internationally acknowledged practice, and always ask the opinion of non-governmental organisations closely involved with the relevant topic as well as the UNHCR in processing draft acts;
- Improve the services offered to asylum seekers at the reception centre and beyond while paying special attention to the situation of women and unaccompanied minors;
- Develop a comprehensive mechanism for analysing and guaranteeing the coherence of other policies with development goals.



# Romanian case/

## National Context

The Romanian Development Co-operation policy focuses on several geographical areas: the Eastern Neighbourhood (the Republic of Moldova - a priority country and the main beneficiary of Romanian ODA; Georgia; Armenia; Azerbaijan), North Africa (Egypt, Tunisia, Libya) and the Middle East (the Palestinian territories, Iraq and Afghanistan)<sup>5</sup>. As far as topical priorities are concerned, the National Strategy on International Development Co-operation Policy, adopted in 2006, mentions education and career development/employment amongst the domains supported by Romanian Official Development Assistance (ODA)<sup>6</sup>. According to the latest ODA National Report, issued in November 2013, the Republic of Moldova and Tunisia were the two main countries that benefited from Romanian ODA in 2012, most of this assistance consisting of scholarships for students coming from these two countries<sup>7</sup>. However, there are several elements of non-coherence regarding this specific case related to national policies (education & migration) which conflict with development goals, but also with structural issues (lack of mechanisms for monitoring future evolution & lack of country strategy papers), as we shall see later in this study.

As far as the implementation of Policy Coherence for Development (PCD) in Romania is concerned, according to the Overview of PCD Systems in EU Member States launched together with CONCORD's Spotlight Report in 2013, Romania has made a political commitment to PCD and also has mechanisms to put it into practice<sup>8</sup>. On the one hand, PCD is mentioned in the National Strategy on Development Co-operation as a fundamental principle that must be respected and taken into account during the implementation of ODA policies<sup>9</sup>. On the other hand, Romania has a Consultative Council, which is an inter-ministerial body which

aims to ensure co-ordination amongst line ministries and coherence between national policies and development goals. FOND is represented in the Consultative Council, together with other stakeholders. Romania contributes every two years to the EU report on PCD. However, PCD is not sufficiently presented as a cross-sector problem, nor are its benefits underlined in terms of aid effectiveness and contribution to the achievement of the Millennium Development Goals (MDGs). Moreover, Romania does not have a PCD strategy with monitoring indicators to make sure PCD is properly implemented.

## Migration & Education: Scholarships for foreign students coming from developing countries

The Ministry of National Education is the main line ministry reporting ODA expenses. These take the form of scholarships and other financial facilities granted to citizens coming from countries eligible for ODA, and amount to approximately 20% of Romanian ODA funds reported nationally. In 2012, the Ministry of National Education awarded scholarships to the Republic of Moldova, the Republic of Tunisia, the Republic of Serbia, Ukraine, the Republic of Albania, the Kingdom of Morocco, the Syrian Arab Republic, the Republic of Turkey and other countries. Out of these, the majority of funds (12,789,589.09 EUR - 58%) went to Moldovan students, the second place being occupied by Tunisian students (1,200,927.96 EUR - 5%)<sup>10</sup>. However, scholarships are not offered to students coming from partner countries as a matter of priority; rather, they are distributed according to the OECD list of ODA recipient countries<sup>11</sup>. This explains why Serbia, no longer a priority country, ranks at third position for awarded scholarships, amounting to 1,012,596.05 EUR<sup>12</sup>. According to the Government Resolution no. 288/1993, several institutions award scholarships to third country nationals: the Ministry of Foreign Affairs, the Ministry of Trade and the Ministry of Education. The resolution mentions that these scholarships are granted in accordance with Romania's foreign affairs interests<sup>13</sup>. For example, the Ministry of Foreign Affairs is to award 85 scholarships for the year 2014-2015. These scholarships cover tuition fees, accommodation costs and financial aid (ranging from 65 to 85 EUR/student per month). Moreover, the MFA established the following priority domains: political and administrative sciences, education sciences, Romanian culture and civilisation, journalism, technical studies, oil and gas, agricultural sciences, veterinarian medicine, architecture, and arts<sup>14</sup>. However it is not clear how these priority domains have been established: according to needs assessments conducted in these developing countries or to Romania's own needs on the labour market.

## Elements of non-coherence in policies

### "BRAIN DRAIN" & LACK OF PROGRAMMING AND MONITORING

The first example of non-coherence is related to scholarships offered to students coming from the Republic of Moldova who, after finishing their studies, either remain in Romania or choose to leave for Western Europe causing a "brain drain" from their country of origin. Although this effect is likely to be important, there is no public account of the number of Moldovan scholarship students who do not return to their country of origin. Until today there has not been made any study on the development impact of scholarships on the partner country. According to a report issued by the Romanian Centre for European Policies (CRPE), students from the Republic of Moldova cite the following reason why they choose not to return to their country of origin (besides personal motivations): the fact that their degrees obtained in Romania (mostly in political and administrative sciences, international relations, marketing and publicity, and psychology) are not required by the Moldovan employment market<sup>15</sup>. Moreover, if Moldovan students have a positive view of the Romanian scholarship programme, then we can expect Moldovan universities to state that they are disadvantaged by Romanian policy in this domain. According to university representatives and officials from the Ministry of Education of the Republic of Moldova, the large number of students who leave to study in Romania affects the Moldovan education system. Furthermore, some of them question the purpose of awarding these scholarships, which in their eyes are more an attempt to attract Moldovan citizens to the Romanian labour market, rather than a means to support the Republic of Moldova in its development efforts<sup>16</sup>.

### DIFFICULT ACCESS TO EDUCATION

Another example of inconsistency concerns students studying medicine in Romania, the majority of them coming from North Africa – especially Tunisia (1164 enrolled students in 2012)<sup>17</sup>. After finishing 6 years of medical school, students have to follow a residency internship in a hospital in order to acquire practical medical skills. However, according to Government Resolution no. 22/2009, unlike Romanian and EU/EEA citizens, foreign students cannot benefit from this residency internship free of tax<sup>18</sup>. More often than not, residency taxes rise up to considerable sums, such as 7,700 Euros per year at the University of Medicine in Iași<sup>19</sup>. This tax is even more prohibitive when you take into consideration that it is very difficult for a non-EU foreign student to be employed in Romania. According to Government

Resolution no. 194/2002 on the regime for foreigners in Romania<sup>20</sup> and Government Resolution no. 56/2007<sup>21</sup>, foreign citizens with a temporary right of residency due to studies have to obtain a work permit (for which he or she and the employer have to make a great deal of effort - see the section "Access to the labour market"), and they can only work on a part-time basis.

Therefore, it is difficult for these students to increase their income in order to cope with financial requirements. As a result, many students who finish medical studies in Romania leave for Western Europe to gain hands-on experience in the field<sup>22</sup>.

### DIFFICULT ACCESS TO THE LABOUR MARKET

The access of foreign citizens to the Romanian labour market is regulated by Government Resolution no. 56/2007 regarding admission to employment and the detachment of foreign citizens on Romanian territory and Law no. 157/2011 which modifies and completes some normative acts on the regime for foreigners in Romania<sup>23</sup>.

According to this legislation, the number of work permits that can be issued to foreign citizens is established annually on the basis of a decision by the Government. In order for foreign citizens to be employed in Romania, all of the following conditions have to be met<sup>24</sup>: the vacancies cannot be occupied by a Romanian citizen or a EU/EEA citizen; the candidates meet the special conditions regarding professional qualification and experience in the respective field and have a valid work permit; the candidates prove that they are medically fit to

carry out the activities required by the job and they do not have a criminal record; the number of work permits approved annually by the Government has not already been exceeded; the employer has paid all contributions to the State budget; the employer actually carries out the activity for which a work permit has been requested; the employer has not been sanctioned for undeclared work. The work permit is issued by the General Inspectorate for Immigrations at the request of the employer, if he/she provides all the justifying documents<sup>25</sup>. In order to be able to provide these documents, both the employer and the future employee have to go through a painstaking process that lasts approximately 6 months. Moreover, the employer has to pay more than 500 Euros in taxes and spend days going to various public institutions that issue the above-mentioned documents. The work permit is valid for one year and can be extended if the employee continues to work for the same employer under the individual labour contract concluded for an indefinite period of time, through the extension of the right to stay in Romania for work purposes (for which the employee has to complete another application folder)<sup>26</sup>. But, if the foreign citizen is "a high qualified worker", the procedure for obtaining the work permit is simpler; however, the law states that the salary for this category of workers has to be the equivalent of at least 4 times the medium gross income. This requirement is absurd, given the fact that Romanian employees meeting the criteria of highly qualified workers are not so well paid<sup>27</sup>. In these conditions, many employers refuse to employ / give up employing a foreign citizen or they employ these citizens on the black market, in which case their rights to a fair pay, a safe work environment, social and medical insurance are not protected.

## Recommendations

In the view of these challenges, we propose the following recommendations:

- The elaboration of country strategy papers in order to ensure that ODA-valid scholarships are granted to students from partner countries as a matter of priority. These country strategy papers should make necessary the execution of needs assessments in partner countries at the level of the education system and the labour market in order to offer appropriate scholarships that can fill gaps in the development of their countries. Moreover, these country strategy papers should establish monitoring mechanisms to account for what happens to scholarship students after they graduate as well as for a periodical impact analysis on the developing country.
- The Consultative Council should allow sufficient time for increased co-ordination between the Ministry of National Education & the Ministry of Foreign Affairs, in order to allow for effective management of the scholarship programme that is aligned with Romania's development co-operation policy.
- Changing legislation in order to allow foreign students pursuing medical degrees to follow the required residency programs free of tax.





# Slovak case/

## Slovak National Context

The Slovak Republic's official development assistance system was established in 2003. Ten years later, in 2013, Slovakia was recognised as a responsible partner in development co-operation when it became a member of the OECD DAC. Throughout the years, emphasis has been put on the effectiveness of development co-operation. The number of partner countries has been reduced in order to create a stronger focus and long-term partnership with the target countries. One of the three programme countries in the Mid-Term Strategy of Slovak ODA for 2009 – 2013, as well as 2014 – 2018, has been Kenya. Several Slovak NGOs and universities have been active there for more than 18 years.

Policy coherence for development is part of the Slovak Act on ODA<sup>28</sup>. The Ministry of Foreign Affairs is stated to be responsible for the co-ordination required for making various Slovak policies coherent with development co-operation objectives. Policy coherence for development is a principle of development co-operation enshrined in

the Mid-term Strategy of Slovak ODA for 2009 – 2013 as well as for the period 2014 – 2018. Although the legal basis exists, a functioning mechanism for the implementation of PCD has not been created, and thus there is no monitoring, analysis and reporting system. Policy coherence for development is not part of the government mindset.

## Slovak bilateral development co-operation with Kenya

In 2013, the Slovak Ministry of Foreign and European Affairs approved a country strategy paper, the Slovak Strategy of Development Co-operation with Kenya, for the period 2014 – 2018 (hereinafter referred to as the Strategy), which is in line with the Vision 2030 adopted by the Kenyan government in 2008<sup>29</sup>. Over the past 10 years, the Slovak government has supported projects in Kenya amounting to around 6 million EUR. Between 2004 and 2012, Slovak NGOs, academia and research institutions and private companies implemented 33 bilateral development projects. The projects were implemented in the following sectors: health (32%), socio-economic development of rural areas (28%), education (21%), environment protection (14%) and infrastructure (5%).

The Strategy states that poverty reduction and elimination of social inequalities will be driving forces of the Slovak development co-operation in Kenya. All interventions will focus on eradicating structural causes of poverty, inequality and social exclusion, and they will be aimed at the most vulnerable groups of the Kenyan population. It defines four priorities: the Kenyan population's access to health care (children and mothers in particular); reducing youth unemployment; reducing poverty and enhancing food security (increasing the agricultural production of small scale farmers and peasants by introducing modern agricultural technologies and techniques; increasing agricultural production sales by supporting the country's competitiveness and access to local and international market); and strengthening the democratic political system, rule of law, good governance and implementation of reforms, especially through the sharing of the transformation and reform experience of the Slovak Republic.

One of the fundamental issues incorporated into the strategy is environmental protection and climate change in terms of protecting the environment, sustainable use of natural resources and climate change mitigation and adaptation.

## Agricultural project financed by the Slovak ODA: Increasing economic self-sufficiency and food security through agricultural development and protection of natural resources on the East Coast of Kenya (2012 – 2014)

One of the key challenges of Kenyan society is eliminating considerable regional and social disparities and inequalities with regard to access to basic services. The lowest prevalence of poverty is in the central area, while the Northern and Eastern parts of the country, which are vulnerable due to climate change, are stricken by a high prevalence of poverty<sup>30</sup>.

Since 2012, the People in Peril Association has been implementing an agricultural project in the Kilifi district. The local population, which works mainly in the agricultural sector as small scale farmers, lacks economic self-sufficiency and food security, which is due to insufficient income from agricultural activities. The low income in this sector is connected to poverty and the majority of the population in this area lives under the poverty line.

People in poor conditions try to earn money by other means to survive, which results in excessive use of natural resources. Environmental degradation is caused by exploitation of the coastal mangrove forests, which results in excessive and unsustainable illegal logging, and damage to biodiversity and the shelter of sea animals. Because of ineffective agricultural techniques, people are not able to cultivate enough crops for their own subsistence, and their earnings from agriculture are not sufficient to compensate for this lack of crops. In those households where there is enough food to secure the necessary daily rationing of calories, the food is unbalanced as a result of absence of vitamins and minerals. The food of poor households consists of maize, vegetables and cereals.

To increase the economic self-sufficiency and food security of the local population, the People in Peril Association co-operates with its local partner, Kwetu Training Centre for Sustainable Development, and community-based organisations, as well as other relevant Kenyan ministries, government institutions (Kenya Wildlife Service,



Kenya Forest Service, National Environment Management Authority) and local authorities. The target groups of the projects are communities living in the area adjacent to mangrove forest. Most of the community members are dependent on fishing, small-scale farming and rearing of livestock. The partnership is supposed to introduce new farming methods and strengthen the capacity of local communities to protect and utilise natural resources by training them in low input agricultural techniques, and providing skills and knowledge on alternative livelihoods. The mangrove ecosystem and natural resources will be protected, restored and utilised in a sustainable manner.

## Incoherent decisions

According to the OECD and World Bank, around 2.5 billion USD of official development assistance was provided to Kenya in 2011<sup>31</sup>, the biggest multilateral donors being the World Bank (41%), the European Union (18%) and the African Development Bank (16%). The European Development Fund allocated 399.4 million EUR for 2007 – 2013<sup>32</sup>. In February 2013, the Slovak Republic became a member of the Development Partnership Group, the co-ordination group of donors involved in Kenya.

On one hand, the EU and Slovakia provide development assistance to Kenya with the aim of eliminating poverty and ensuring sustainable development. The Slovak Republic provides development assistance to Kenya and supports projects, such as the above mentioned project of People in Peril Association which reacts on the needs of the local community and the environment in a sensible way. On the other hand, the EU policies adopted by all the EU member states, including Slovakia, negatively impact the local communities and hamper development. In the next section, we are going to have a look at two such examples relevant for Kenya, flower cultivation intended for the European market and jatropha plantation – in connection with the EU agrofuel policy.

## What flower do we buy in Slovakia?

In 2012, the EU was the second largest trading partner of Kenya. In terms of exports only, the EU countries had the highest share in the volume of Kenyan exports compared to other trading partners (around 23% of total export share)<sup>33</sup>. The major imports from Kenya to the EU are cut flowers, which are Kenya's second main source of agricultural foreign exchange income after tea<sup>34</sup>. Because of its favourable climate throughout the year, Kenya has become one of the largest flower producers and one of the biggest flower exporters in the world. Low wages and low regulation of ecological impacts in Kenya enable it to reduce production costs. Although the cut flower industry plays an important role in providing employment, workers face bad working conditions. The use of chemicals has a negative impact on their health. People are affected by numerous diseases.

Less than one hundred kilometres from Nairobi, there is Lake Naivasha. The cultivation of roses in its surroundings shows a case of conflict between ecological sustainability and economic interests connected with the flower industry. For the irrigation of one flower, approximately 5 litres of water are needed. The water is taken from Lake Naivasha. Its area has diminished by a quarter and is threatening to dry-up. Around 55,000 people are directly employed in the flower industry, while 2 million people indirectly depend on it for their livelihoods<sup>35</sup>. Close to the farms there are new villages and colonies of houses, but without proper sewage systems and sanitation. Moreover, a lot of water is used for large scale production of flowers at the expense of the local population. Lack of water endangers fauna and flora. As a result, birds living at Lake Naivasha are in danger because of chemical pollution from farms, and fish are dying. The waste and contamination by pesticides cause pollution of soil, water and lake including underwater<sup>36</sup>.

Access to water is a human right; however it is not a certainty in developing countries. In 2011, 768 million people were still without access to improved sources of drinking water<sup>37</sup>. Many regions in Africa are lacking sources of water for small-scale agriculture and daily consumption. It is estimated that water consumption will increase in the coming years.

Kenya supplies 25% of the cut flowers sold in the EU<sup>38</sup>. This import structure is reflected in the Slovak-Kenyan bilateral trade, too. In 2011, the

largest imports from Kenya to Slovakia were cut flowers, amounting to a share of 55.8% of the total imports from Kenya to Slovakia.

There is no doubt that flowers, especially roses, are a favorite product of Slovak citizens. However, the real price of roses is higher than the one we buy them at. It cannot be counted in financial terms. Human rights abuses, drying-up lakes and an increasingly polluted water surface are all factors behind it. Flowers come to Europe, but the polluted environment stays in Kenya.

## Jatropha Dilema: Does the EU support or endanger the environment?

In 2009, the EU adopted the Renewable Energy Directive, which set a 10% target for renewable energy use in transport by 2020<sup>39</sup>. The EU has promoted agrofuels to reduce carbon emissions from transport. However, apart from serious environmental costs, their production has had negative social and economic impacts. Production of agrofuels puts extra pressure on scarce land resources which could be used for food production. They cause deforestation, land seizures and volatility of food prices which exacerbate poverty and hunger for vulnerable populations in developing countries.

In October 2012, the European Commission proposed to cap the use of food crop-based agrofuels at 5%. The European Parliament, influenced by opposition from the agrofuel biofuels industry, has backed a cap of 6%. In December 2013, the EU Member States failed to agree on a compromise limit. The Lithuanian presidency put forward a new compromise of 7%. For some countries, such as Belgium and Denmark, the cap of 7% was too high, while for others, such as Poland and Hungary, it was too low. In the end, 7 Member States – Belgium, Denmark, Luxemburg, Hungary,

Italy, the Netherlands and Poland – rejected the proposed compromise. With the upcoming European Parliament elections and a new European Commission, it is unlikely that the negotiations will be finalised before 2015<sup>40</sup>.

Approximately 80 kilometers from Kilifi, where **People in Peril Association** supports small scale farming and food security. There is a jatropha plantation at the Dakatcha Woodland situated close to the Kenyan coastal town of Malindi, endangers rare and globally threatened birds and indigenous minority Watha and Girima tribes. A study conducted by Nature Kenya, the Royal Society for the Protection of Birds and Action Aid reveals that agrofuels produced from jatropha plantations can result in up to six times more carbon emissions than fossil fuels<sup>41</sup>.

A FAO/IFAD report on bioenergy from jatropha highlights that jatropha grows in marginal areas, but it also notes that it requires excessive water use<sup>42</sup>. Limited water conditions could lead to conflict. Moreover, it is not suited to resource poor communities in developing countries. Jatropha cannot be planted with crops such as maize because of competition for soil nutrients, and it has limited local usage<sup>43</sup>. A study led by Miyuki Iyama of the World Agroforestry Centre in Nairobi, based on a sample of 260 farmers growing jatropha in different agro-ecological zones in Kenya, reveals that yields are very low under Kenyan farm conditions, and thus jatropha should not be grown by smallholder farmers in Kenya<sup>44</sup>. The author says that farmers did not have proper knowledge on plant growing and that jatropha planting is extremely risky for subsistence farmers<sup>45</sup>.

It is estimated that the EU is now using a total of approximately 36 million hectares of land in developing countries<sup>46</sup>. Be it in Kenya or other developing countries, the land is used for the production of agrofuels, often by European companies, which negatively impacts local communities and sustainable development.

## Recommendations

The case study shows that it is important to look at development co-operation in a broader context. Slovakia supports small scale farmers in some regions of Kenya and contributes to food security, but it is also part of the international trade and EU agrofuel policy, which has detrimental effects on development objectives. The ambition was not to elaborate an in-depth analysis, but to point out examples of existing incoherences between development and other "non-development" policies. Taking into consideration that in Slovakia discussions on PCD issues are in their initial phase, the following recommendations are rather general.

The Slovak NGDO Platform recommends the following:

- Follow the recommendations of the OECD on policy coherence for development stated in the DAC Special Review of the Slovak Republic<sup>47</sup> (i. political commitment and policy statements; ii. policy co-ordination mechanisms; and iii. systems for monitoring, analysis and reporting)
- Use the status of the Co-ordination Committee of the ODA to enhance discussion on PCD. Consequently, create an Interdepartmental Group comprising relevant ministries whose decision making authority is at departmental level.
- Create an External Advisory Body to input cases of incoherence from developing countries (CSOs, universities, research institutes and others).
- In order to start implementing PCD in practice, choose a few policies impacting development objectives and create contact points at the relevant ministries (e.g. Ministry of Environment, Ministry of Agriculture and Ministry of Economy; this would be followed by other relevant ministries).
- Ensure the co-ordination of policy coherence for development implementation by the Department for Development and Humanitarian Aid of the Ministry of Foreign and European Affairs, and ensure sufficient human resources to dedicate to the PCD.
- Use the potential of the Slovak Embassy in Kenya (provide feedback on issues related to PCD, strengthen dialogue with local stakeholders regarding the impact of EU policies, strengthen co-operation with the EEAS on PCD) as well as other embassies in developing countries, and the Slovak Agency for International Development Co-operation.
- Include a chapter on PCD implementation in Information on ODA for the previous year.
- Increase the interest of politicians – members of the National Council of the Slovak Republic and European Parliament in PCD agenda.
- Increase the interest of customers in the origins of goods that they buy and enhance their thinking of what the economic, environmental, human costs behind them are.
- Take advantage of the ongoing preparation of the Slovak Presidency in the Council of the EU in 2016 to move PCD higher on the political agenda.



# Polish case/

## Poland's backward climate policy – striking incoherence with development co-operation goals

Polish legislation states clearly the general aims and rules of implementation of the country's development co-operation policy. The Development Co-operation Act (signed in 2011) indicates that development aid is about providing support to countries in need, and that it should be directed in such a way as to reduce poverty and create long-term social and economic well-being. The Multiannual Development Co-operation Programme for 2012–2015 reiterates this, stating that Poland pursues constant improvement of the economic, social and political capacities of developing countries and their societies and individuals (referring to the document of the 1986 United Nations Declaration on the Right to Development).

The reality of Poland's development co-operation policy, however, is a little different. When you look closer at the country's policies in other areas, it is fairly easy to see a lot of contradictions with the above mentioned development goals. For this reason, civil society organisations working in this area – are associated in Grupa Zagranica, and they have already done it for a fair bit of time – are actively advocating for policy coherence for development (PCD).

Although the country's Development Co-operation Act provides a basis for PCD in that every Ministry spending funds on development co-operation activities is obliged to consult the Minister of

Foreign Affairs (and the Minister of Foreign Affairs is obliged to advise government programmes and strategies with regard to development co-operation goals), there are several clear-cut examples of severe non-coherences.

During a survey of member organisations of Grupa Zagranica on 'contradictory' policies, the following areas were mentioned most frequently (in no particular order): (1) visa policies aimed at Eastern Partnership (EP) countries, (2) transport infrastructure policy (also in EP context), (3) planned trade & investment policies aimed at several countries in Sub-Saharan Africa and – more on the level of the EU – (4) EU Common

Agricultural Policy (right to food/food security context) and (5) climate policy.

Poland's official climate policy (or, to be more precise, Poland's position on this matter in EU climate & energy policy discussions) is probably the single one that is the most visible on the global level. From the perspective of Polish CSOs active in development co-operation, it is also probably the one that is the most controversial when taking development co-operation goals into account. When you look back at at least the last 2 years, it is safe to say that Poland can be perceived as a country that blocks an EU-wide progressive position on the climate change challenge.

Before going to the description of Poland's climate policy, it's worth looking briefly at the climate change problem itself and providing some links to development aid. The thing that is most important to understand when linking climate change with development co-operation, is that it stands at the very heart of development matters that include poverty eradication, sustainable development, and achieving the Millennium Development Goals. The very challenge of ending global poverty cannot be discussed in isolation from climate change mitigation and adaptation. The direct and non-direct results of increased carbon emissions (including unpredictable flooding, rainfalls, desertification and droughts, generally more extreme weather patterns and sea level rise) all have negative effects on current and future levels of people's well-being. What is crucial in this whole matter is that there is an uneven 'allocation' of negative impacts with regard to developing vs developed countries. In other words, the impacts of climate change will disproportionately affect people living in poverty, because less developed countries have a lower capacity to adapt to the unpredictability of climate change. This includes (1) health implications for those living in tropical regions (such as risk of malaria, water-related diseases), (2) food shortages (extreme weather resulting in collapse of local and regional agriculture that in effect leads to starvation and migration), (3) water security (increased water scarcity), (4) higher intensity of natural disasters (affecting the poor the most), (5) rising sea levels (potential for so-called 'climate refugees', intensifying conflict over resources etc.). These are all matters directly linked to the development co-operation 'area of expertise'.

Referring to the above mentioned risks associated with climate change, there are two things which are clearly visible: firstly, climate policy has to be 'tied' to development co-operation policy; secondly, it is the responsibility of more affluent countries to

lead the process of reducing the global impact of man-made carbon emissions.

When looking at the recent history of Poland's engagement in European-level discussions on climate and energy actions, the picture is rather discouraging. In June 2012, Poland prevented the unanimous decision by the 27 EU countries to accept the strategy to reduce carbon dioxide emissions by 2050 (meeting a 2050 goal of cutting carbon emissions by as much as 95% from 1990 levels). Poland also opposed findings coming from European Commission research showing that EU could cut its emissions by at least 25% by 2020 only by sticking to its energy savings target. Furthermore, Poland is about to "prolong" its coal use for the near future, with plans to build two big 900 megawatt expansions at an existing power plant in Opole. Linking all these developments with the generally negative opinion on the outcomes of the recent United Nations Climate Change Conference hosted by the Polish government in 2013 (among other things, a big coal event which was organised at the same time, which included a keynote speech by the Polish head of the climate convention), does not give much hope for the future.

The basic argument of advocates of Poland's current position on EU climate policy is that it's necessary to recognise a global agreement on emission reduction with the full participation of the most important partners outside the EU. In other words, unilateral EU actions and reductions don't really make sense, because they will be neutralised by so-called carbon leakage (moving the emitting industries to countries without binding commitments). In reality, the problem lies with the inability to transform the Polish economy from a coal-dependent one to one which is more diverse in terms of its energy mix. Poland produces more than 90% of its electricity using coal, and it is feared that such strict targets would lead to higher prices, resulting in negative effects on the economy as a whole. Secondly, there is a national security-related argument related with being – in such a situation – more dependent on more climate-friendly natural gas that would have to be imported from Russia. Those arguments do make sense to some extent, but only if we ignore the fact that Poland does not do enough in terms of implementation of new legislation and actions that will enable it to move away from a coal-dependent economy. A lot of research shows that Poland has a significant low-cost emissions reduction potential based on energy efficiency (especially concerning building and transport related energy efficiency) and the introduction of renewable energy technologies on a wider scale. There is simply a lack of sufficient

incentives in this regard. To give just one recent example: as Polish environmental NGOs pointed out, recent amendments to the national Energy Act fail to address the problem of lack of priority access for renewable energy sources in the grid, both in terms of connection to the grid and dispatch of renewable energy (that could result in severe fines from the European Commission for failing to support renewable energy properly).

Furthermore, moving a little closer to development co-operation as such, it is worth looking at a very concrete example of incoherence; an example which concerns the so-called Fast-Start Mechanism whereby, according to the provisions of the Copenhagen Accord (a document drafted as a result of the UN Climate Conference in Copenhagen in 2009), developed countries are to

jointly provide new and additional financing for the above mentioned activities as part of the so-called Fast Start Financing (FSF) arrangement, amounting to USD 30 billion in 2010-2012. The EU committed to provide EUR 7.2 billion under this financing plan during the years 2010-2012. This amount should also comprise the Polish contribution in the form of financial resources that are new and additional in relation to existing assistance commitments. Unfortunately, the information obtained from the Ministry of Finance and Ministry of Environment by Grupa Zagranica in the last 2 years shows that the Polish contribution to the FSF mechanism actually comes from the Polish Official Development Assistance pool. This stands in clear contradiction of the declarations of the Copenhagen Accord, and allows us to conclude that Fast Start Financing projects were in fact not implemented.

## Recommendations

Grupa Zagranica and its member organisations aim to look at the issue of PCD very carefully in the coming years. Although a legal framework exists (to some extent), there is a clear discrepancy between the declarations on PCD and real actions. A lot needs to be done in this respect. Grupa Zagranica lists several recommendations, which are not limited only to climate policy; they generally refer to the need for coherent policies.

- Among other things, it recommends the establishment in the Parliament of a permanent subcommittee on development co-operation, which is to serve as a body which raises the voice of debate on foreign affairs of Poland while at the same time ensuring a perspective of coherence and co-operation for acting for the elimination of poverty in the world.
- Additionally, the subcommittee should carry out a cyclical revision of the coherence of Polish policies as well as issue recommendations on the subject for the government and civil service.
- Also, the Polish administration should elaborate effective mechanisms ensuring action in line with the rules of PCD both within and between the various ministries and governmental agencies.
- At the same time, constant awareness raising on this priority is necessary among officials and decision makers.





# Czech case/

## Czech Development Co-operation and Policy Coherence for Development

Czech Development Co-operation (DC) has been undergoing positive transformation since 2007, when the Czech Ministry of Foreign Affairs (MFA) requested that the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD DAC) conducted the first Special Review of the Czech Official Development Assistance (ODA) system<sup>48</sup>. Prior to 2010, the Czech ODA system was managed (quite incoherently) by nine different ministries, since 2010, the main co-ordinator responsible for development co-operation policy making has been the MFA<sup>49</sup>. The MFA is responsible for the policy, programming, commissioning evaluation, and overall co-ordination of the Czech DC. The main implementing body is the Czech Development Agency (CZDA). In May 2013, Czech Republic became an OECD DAC member.

There are various official DC acts and strategies in place in the Czech Republic. The key document providing legal stability to DC, which establishes its overall goal, the terms and conditions, the division of roles among State actors, and the financing principles, is the Act of Development Co-operation and Humanitarian Aid, endorsed in 2010<sup>50</sup>. The key strategic and political document, which establishes the main objectives, motivations, priorities (geographical, sectorial, cross-cutting) and modalities of the DC is the 2010-2017 Development Co-operation Strategy.

The legal basis for Policy Coherence for Development (PCD) is weak, but there are three documents that mention PCD and allow for government institutions acting upon PCD challenges. These are: the 2010-2017 Development Co-operation Strategy, the 2009 Status of the Council on Development Co-operation and the 2004 Principles of Foreign Development Co-operation After the Czech Republic's Accession to the EU. The Act of Development Co-operation and Humanitarian Aid does not mention PCD. The institution acting as an inter-ministerial advisory body to the MFA which should ensure a better co-ordination and coherence of the DC with other policies, is the Council on Development Co-operation.

### Czech bilateral development co-operation with Ethiopia in agriculture

Ethiopia is currently the only African country among the priority countries with a co-operation programme of the Czech DC. In line with the Multiannual Co-operation Programme 2012-2017 between the Czech Republic and Ethiopia and the signed Memorandum of Understanding, the Czech bilateral DC focuses on the sectors of education, health, water supply and sanitation, agriculture and environmental protection in Ethiopia. Geographically, Czech DC is present in the Southern Nations, Nationalities and People's Region (SNNPR) and near the capital, Addis Ababa. In the Somali region, there is the implementation of Czech humanitarian projects which deal with the protracted crisis<sup>51</sup>.

In 2012 Ethiopia was the 5th major recipient of Czech bilateral ODA (3.10 USD million, i.e. 4.67% of bilateral Czech ODA). The biggest share of bilateral ODA went to agriculture. The Czech DC in the agricultural sector in Ethiopia focuses on natural resources management including soil conservation and the introduction of alternative sustainable livelihoods and sources of energy among the local communities<sup>52</sup>.

Agriculture is the key economic sector in Ethiopia – it accounts for 46.6% of GDP and 90% of the exports<sup>53</sup>. Cereal production accounts for 3/4 of agricultural production<sup>54</sup>. 35% of the Ethiopian population, however, suffers from undernourishment<sup>55</sup> and as many as 2.5 million are in need of foreign food aid<sup>56</sup>.

95% of Ethiopian agricultural GDP is produced by 12.7 million smallholder farmers relying on fragile rain-fed agriculture for their livelihood<sup>57</sup>. Smallholder farmers are the largest group of poor people in Ethiopia. They are highly susceptible to food insecurity, which is further worsened by pressure factors, such as soil degradation, deforestation, population growth, lack of secure rights to land, limited size of available land, high unemployment, natural disasters and volatile global market<sup>58</sup>. Households headed by women are particularly vulnerable<sup>59</sup>.

40% of Ethiopian households see the limited size of available farming land as the main cause of why agricultural productivity stagnates<sup>60</sup>. Under the Ethiopian Constitution, land “is an inalienable common property of the nations, nationalities and peoples in Ethiopia”<sup>61</sup>. The Constitution guarantees the right of the adult Ethiopian peasant to be allocated land for farming by the State at no charge, but only if it is available<sup>62</sup>. As the land is unavailable, more than half of the smallholders cultivate plots of 1 ha or less<sup>63</sup>.

## Agricultural project financed by the Czech DC<sup>64</sup>

The overall objective of the project “Promotion of Agricultural Consultancies Development in Ethiopia” is to contribute to the sustainable livelihoods of smallholder farmers, to protect natural resources and to support diversification of local agro-ecosystems in the SNNPR. The specific objective is to increase the effectiveness of agricultural consultancies for local smallholder farmers in the Sidama and Gedeo zones of the SNNPR, including increasing awareness on new agricultural trends. The direct target group is the staff of twelve selected Farmers’ training centres (FTCs), whose role is to spread intensive technologies and crop production among the smallholder farmers. The final beneficiaries are approximately 1000 smallholder farmers and their families.

The project objective is in line with Ethiopian national priorities for economic growth, poverty reduction in rural areas and the increase of general agricultural production which is otherwise lacking in the country, as set out in the Growth and Transformation Plan for 2010/11-2014/15<sup>65</sup>.

## Ethiopian land policy vis-à-vis land grabbing

Land grabbing means long-term large land acquisitions in poor countries (from tens of thousands to hundreds of thousands of hectares), either in the form of lease or purchase, dominated by private or state-owned investors from wealthier countries. Sub-Saharan African countries, including Ethiopia, are among the most targeted countries<sup>66</sup>.

The Ethiopian Growth and Transformation Plan for 2010/11-2014/15 underlines the importance of agriculture as the main vehicle for the country’s development and economic growth. On the one hand, it evokes the importance of local smallholder farming development, which would help reduce and eliminate chronic smallholder farmers’ vulnerability to food insecurity and natural catastrophes<sup>67</sup>. On the other hand, however, it emphasises the need for increasing amounts of high-level value export crops and large-scale agriculture<sup>68</sup>. The question is whether or not economic growth due to high-value crops and large-scale farms is essential for ensuring food security among poor farmers, or whether it will result in profits for narrow large-scale pro-export oriented horticulture, floriculture or agrofuels producers. Either way, the production of staple foods remains crucial for ensuring the country’s food security<sup>69</sup>.

In line with its Agricultural Development-Led Industrialisation (ADLI) strategy, Ethiopia has been a very attractive country for large-scale investments in agricultural land. The government has offered huge plots of land at extremely low prices, along with five-year tax holidays<sup>70</sup>. According to the International Land Coalition (ILC), from 2000 to 2012 there were 56 large-scale (i.e. exceeding 200 ha) land investments approved in Ethiopia for a total of as much as 2.4 million ha<sup>71</sup>. The largest investment sectors since 2006 have been floriculture, horticulture, food, meat and agrofuels<sup>72</sup>. According to available Ethiopian data, the land acquisitions by foreign private investors, are concentrated in regions with more fertile lands and/or closer links to market, such as Amhara, Oromia and Benshangul<sup>73</sup>. Officially, the government claims that it is only unoccupied or under-utilised land which is allocated to investors, and that those living on the allocated land receive compensation. The trouble is that there is no official definition of “unoccupied” or “under-utilised” land, and it is often the case that pastureland, grassland, woodlands and waterways which are used by local communities but which are not actively occupied or cultivated, are made available to investors<sup>74</sup>.

In general, it is difficult to assess the impact of the large-scale land investments on Ethiopian smallholder farmers, as there is only a limited amount of reliable data on the investments, and it is too early to assess the impact in most cases. Nevertheless, based on the available data, it is not evident that Ethiopians living in areas where investments have taken place have benefited from them in a way consistent with the government's goal of promoting sustainable smallholder farming development. Neither is there evidence that broader development goals, such as employment and infrastructure creation, technology transfer or enhanced foreign currency earnings have been realised<sup>75</sup>. On the contrary, the increased pressure and competition over land, and in particular over fertile land in rural areas, may further worsen the access of the poor and hungry to natural resources, on which their food security and livelihoods depend<sup>76</sup>.

## Czech position makes part of the EU agrofuel policy

The agrofuel industry is very active in Ethiopia despite the fact that it represents only 2% of the whole agricultural sector and has a 6% share on land deals. The majority of the lands in Ethiopia acquired for agrofuels cultivation (such as jatropha, castor beans, palm oil) are large-farm lands or forest lands, as small-sized marginal or degraded lands would not bring high return on the investments. Growing on the scale, it means serious conflict between resources for growing food and energy<sup>77</sup>.

The European companies are important actors in the Ethiopian agrofuel industry<sup>78</sup>. There is thus a clear clash between EU development co-operation supporting Ethiopian smallholder farmers' food security and European foreign investments in Ethiopia in agrofuels cultivation. In the larger context, European investments in agrofuels in Ethiopia are not tailored to help Ethiopian producers access the local market, but rather to promote European investors' interests in the global market. Yet, there are critical voices regarding the merit of the EU agrofuel energy policy and its potential negative impacts on world food price volatility, energy-price volatility and greenhouse gas emissions produced during the agrofuels life cycle<sup>79</sup>.

As a Member State of the European Union (EU), the Czech Republic is co-responsible for monitoring and eliminating the impacts that the EU agrofuel policy (driven by the targets set in the EU Renewable Energy Directive from April 2009<sup>80</sup>) has on the Ethiopian smallholder farmers and their livelihood. In the context of the recently rejected EU agrofuel policy reform, which would limit the use of first-generation agrofuels (made from food crops) at the level of 7% in the national transport<sup>81</sup>, the Czech Republic should support meaningful reform in future negotiations which are most likely to come under the Italian Presidency in the second half of 2014. It is crucial that the Czech Republic reconsiders its position regarding the issue of indirect land use change (ILUC) caused by unsustainable agrofuels production in developing countries.

## Recommendations

**The key issues to be addressed in order to strengthen Ethiopian smallholder farmers' food security in the context of land seizures caused by agrofuels cultivation are human rights, land governance and land rights as well as the transparency issue.**

**Key suggestions for the Czech Republic:**

- **Reconsider Czech position towards ILUC within the EU agrofuel policy and support ILUC monitoring and elimination in developing countries;**
- **Have a critical position on the current EU agrofuels dossier and support meaningful reform leading to limited use of first-generation agrofuels for transport which are made from food crops by 2020;**
- **Support research on advanced agrofuels.**



# Slovenian case/

## PCD Context

Slovenia joined the club of development co-operation donors ten years ago, when the importance of development coherent policies had already been fully established. On one hand, this means that PCD could already have been included as one of the basic principles of Slovenian development co-operation. On the other hand, in order for PCD to function in reality, development co-operation must be recognised at all levels as an important and relevant policy. Slovenia has taken important steps in the right direction, but there is still plenty of work to do before PCD may become a reality in the future.

Slovenia underwent a special OECD peer review in 2011, which stressed the importance of increased emphasis on coherence in Slovenian development co-operation. The report called for a more result-oriented approach to programming, based on a clearly defined set of objectives. The inter-agency working body, which consists of high-level representatives of all ministries, was identified as a good foundation for future PCD-related work which needs to be further defined and utilised<sup>82</sup>.

In 2010, multi-annual Government Action Plans were introduced into Slovenian development co-operation. They changed the role of the MFA from that of collecting statistics on ODA to having a more prominent role in programming. This was an important step toward increased co-ordination and coherence at national level. Today we can speak of coherence among various Slovenian development projects and/or programmes. But there is dire need

to ensure coherence among various foreign policies and to ensure the understanding that internal policies have external effects on developing countries.

The level of understanding and importance of PCD varies greatly among decision-makers. The Directorate for Development Co-operation and Humanitarian Assistance at the MFA has relatively good knowledge on the topic and has in the past attempted to raise awareness on the issue at intergovernmental level. Unfortunately, development co-operation is not high on the priority agenda of decision-makers, thus very little attention is paid to it and/or there is no understanding of the concept among line ministries. As a consequence, Slovenia often speaks in favour of PCD in international fora, but fails to translate this commitment to national level.

## Migration and Development

Human migration is a phenomenon that has existed throughout history, picked up pace with the onset of industrialisation and shifted to an even higher gear with globalisation. Over the past years, research on the impact of migration on development has grown significantly, which has resulted in some positive effects on policy frameworks at the global, European and national levels. Even though this nexus will only benefit from further research, evidence shows that migration has a significant impact on the poverty alleviation of migrants and their relatives that stay behind in their countries of origin. In order to maximise this benefit, it is of utmost importance to ensure synergies between migration and development policies.

### INITIATIVE FOR MIGRATION AND DEVELOPMENT

The Initiative for Migration and Development, CoMiDe, is a project that aims to bring coherence to migration and development policies at the European level and in four of its countries, namely Slovenia, Slovakia, Austria and Italy. In addition, the goals of CoMiDe are:

- to raise public awareness about migration and development issues;
- to intensify co-operation between NGOs and diaspora organisations;
- and to strengthen the role that migrants and diaspora organisations play as bridges between their countries of origin and the countries of their residence. In order to achieve this objective, the initiative strives to ensure the active inclusion of migrants and the diaspora in development co-operation programming and implementation, as well as through the promotion of diaspora entrepreneurship.

### MIGRATION & DEVELOPMENT CO-OPERATION POLICIES

The first step for ensuring coherence between migration and development policies is to ensure that the legal frameworks in both fields include clear co-ordination mechanisms.

Unfortunately, PCD is not featured in the highest policy document on development co-operation, the International Development Co-operation Act<sup>83</sup>. It is however included in the Resolution on International Development Co-operation of Slovenia for the period until 2015<sup>84</sup>, calling for respect of commitments to PCD in twelve areas, migration being one of them. Migration is otherwise not mentioned in any strategic documents on development co-operation.

In terms of geographic priorities, the Resolution defines the Western Balkans as the number one priority region for development co-operation. With regards to thematic priorities, the Resolution allows for a broad substantive focus, while the multi-annual Government Action Plans focus on good governance, environmental services and gender equality.

The principle policy documents in the field of migration, the Foreigners Act and the Resolution on Migration Policy of the Republic of Slovenia, do not address the development of developing countries. The following two documents which concern migration policy, tackle the issue of coherence indirectly. The first one is the Strategy of Economic Migration for the Period from 2010 to 2020<sup>85</sup>, which primarily aims at regulating the labour needs of Slovenia through immigration, and also tries to attract highly skilled workers through education and research opportunities. The document calls for a holistic approach and co-ordination with internal and external policies, yet fails to mention development co-operation. Nevertheless, the Strategy addresses "brain drain", recognises migrants as agents for development and seeks to reduce the transfer costs of remittances. The Strategy also encourages the immigration of foreigners with financial capital to Slovenia, much to the detriment of the development of the countries that they come from.

The second document which acknowledges the developmental effects of migration policies, is the Agreement between the Government of the Republic of Slovenia and the Council of Ministers of Bosnia and Herzegovina on the employment of citizens of Bosnia and Herzegovina in the Republic of Slovenia<sup>86</sup>. The preamble of the Agreement clearly states that one of its aims is to foster the positive effects of circular migration, which is beneficial to development, and to avoid the negative effects of "brain drain". However, the migration policy and the current state of employment are clearly driven by the labour needs of Slovenia, and the Agreement ensures return to Bosnia and Herzegovina before immigrants fulfill the conditions necessary for permanent residence in Slovenia.

There is a formal mechanism in place in Slovenia which demands the inter-ministerial co-ordination of all documents adopted by the Government. In the case of the Strategy for economic migration, there was noted co-ordination between the Ministry of Interior (in charge of migration policy) and the MFA; however, the Department for Development Co-operation was not included in it. In the case of the Agreement between Slovenia and Bosnia, there was no co-ordination between the mentioned ministries.

## FROM POLICIES TO IMPLEMENTATION

As already mentioned, the number one priority region for Slovenian development co-operation is the Balkans. At the same time, the vast majority of foreigners in Slovenia come from successor states of the former Yugoslavia, and they migrate for work purposes. This indicates the necessity for co-ordinated development and migration policies, as the effects of one may otherwise negate the objectives of the other.

The multi-annual Government Action Plan is prepared by the MFA and then co-ordinated with all ministries. The diaspora from the Western Balkans region, who can contribute to development of their home countries through their knowledge and understanding of existing terrain needs, is not consulted in the process of the preparation of the Action Plan.

According to the Report on Development Co-operation of Slovenia for 2012<sup>87</sup>, close to 40% of bilateral ODA to the Western Balkans region was allocated to scholarships and tuition fees for undergraduate and graduate studies. Such a high percentage of bilateral ODA dedicated for this purpose entails a very large risk when it comes to ensuring efficient co-ordination with the development priorities of recipient countries, including equitable distribution of resources and brain drain.

According to the same report, more than 20% of bilateral ODA to the Western Balkans region was concentrated on economic services and infrastructure, with a large focus on environmental infrastructure. The main implementer of these projects is the Slovenian private sector. The authorities made few if any attempts to include diaspora entrepreneurs in this process intentionally.

Due to the lack of medical doctors, a law entered into force in 2011 that allowed non-EU residents access to Slovenian labour market. Interest shown by successor States of former Yugoslavia has been high due to the relative similarity of the languages. It is very difficult to ignore the issues of brain drain and lack of co-ordination with Slovenian development policies.

Unlike in the above example, the Employment and Work of Foreigners Act, which otherwise regulates the employment of immigrants in Slovenia, is rather restrictive. Research shows that immigrants whose work permit is bound to one employer often find themselves in insecure working conditions<sup>88</sup>, which has a detrimental effect on the amount of remittances they can send to their home country; thus, the development impact of migration is not taken into consideration.

## Recommendations

It is important to create the space at the national level to clarify the discourse on development and in this regard broaden the discussion of PCD to policy coherence that has no negative effects on sustainable development. At the same time, it is important to bring a more positive connotation to the question of migration. Policy coherence for development is a rather new topic in Slovenia. So is the nexus between migration and development. In order to ensure coherence between the two fields, a lot of work needs to be done by all Slovenian agents. Following are recommendations on possible steps for the improvement of existing conditions:

- PCD needs to be included in the new Act on Development Co-ordination, that will most likely be adopted in 2014.
- Despite the existence of a formal mechanism demanding inter-ministerial co-ordination of all Government-approved documents, there needs to be established a formal mechanism that would allow for PCD. In addition, awareness raising with regards to PCD and its importance is necessary if such a mechanism is to yield results.
- Migrants and diaspora organisations must be recognised as agents for development. They have to be included in the process of developing the Resolution on Development Co-operation that will enter into force after 2015. They must also be consulted in the process of creating multi-annual Government Annual Plans. A representative of the diaspora could be included in the Expert Council, the advisory body of the Minister of Foreign Affairs.
- As a large share of bilateral ODA is channelled through the private sector, diaspora entrepreneurship should be promoted and further improved.
- Unfavourable situations of migrants that diminish the development impacts of migration should be improved.





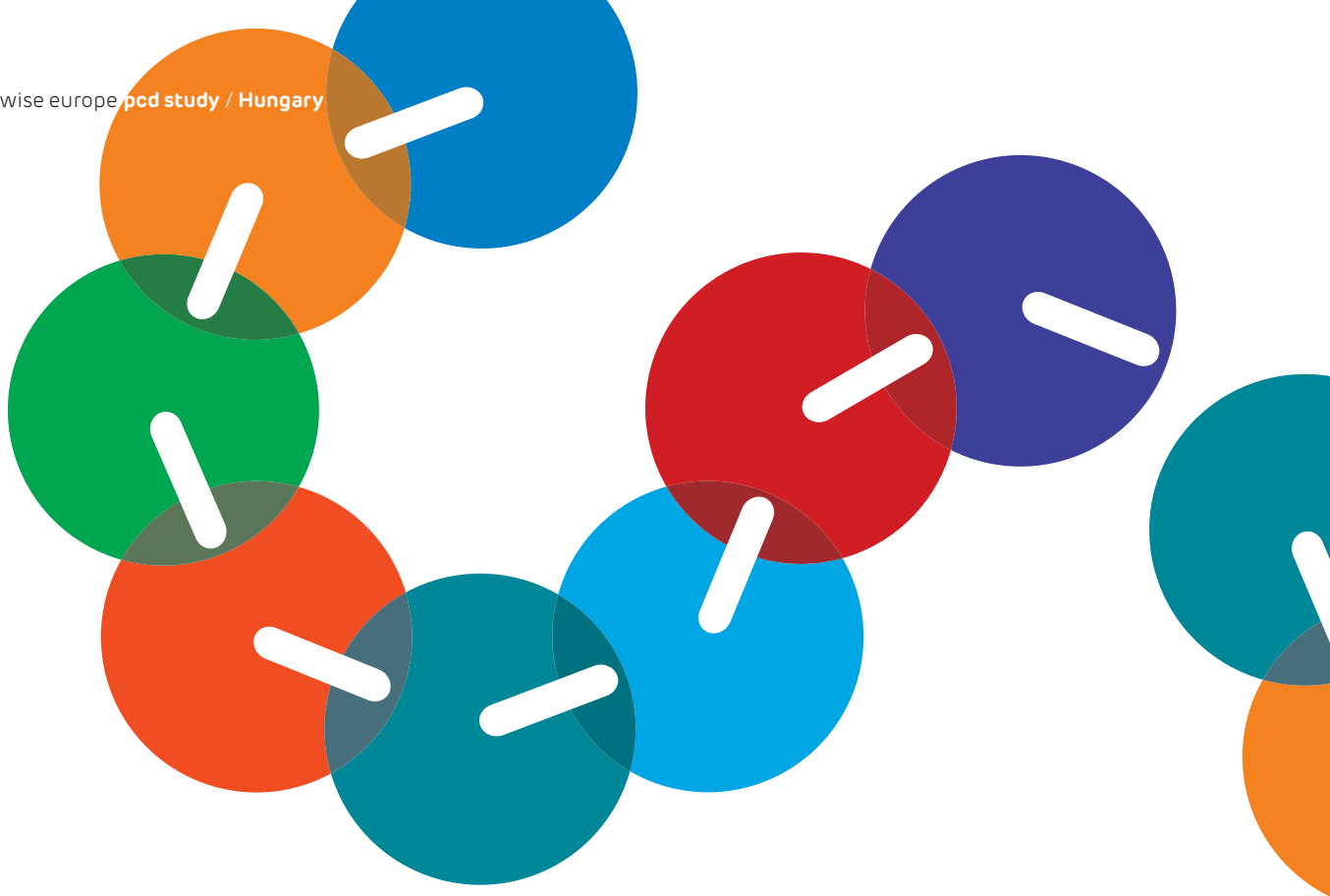
# Hungarian case/

## Hungarian context of development co-operation and PCD

Over the past 10 years since Hungary went from a recipient to donor, international development co-operation has not been an integral part of its foreign policy strategy. This has only been remedied recently, with the adaptation of the International Development Strategy Framework, which still has not been finalised yet. The low priority of this foreign policy area can be noted from this, as well as from the limited resources which are allocated to development co-operation. The country's relationship with the developing world is extrapolated in the so-called Global Opening of the Hungarian foreign policy, for the purpose of revitalising its relations with Asia and sub-Saharan Africa. It aims at strengthening Hungary's international position through the diversification of foreign trade, and strongly builds on the interest that is shown in the Hungarian agricultural sector. The Strategy of External Trade, as well as the foreign policy in general, outlines priority areas of export acceleration; this includes modernising the export structure and providing impetus for domestic enterprises for greater foreign market representation. Development co-operation with partner countries thus seems to be quite a tool for expanding bilateral economic relations and achieving foreign exports of Hungarian goods and services<sup>89</sup>.

Efforts for harmonising the sometimes naturally contradicting objectives of development and economic co-operation are clearly missing in the Hungarian context. In the new International Development Co-operation Strategy there are two very general references to PCD but the strategy doesn't include any specific objective, timeline etc. in relation with it. Except for vague references, the government has not taken any concrete steps to ensure policy coherence. Though there are formal

mechanisms established to ensure co-ordination between all ministries in relation to development in general, there is no such mechanism specifically dedicated to PCD. Furthermore, PCD is not part of any official positions and public consultations at national level. Apart from a few exceptions, there is also a lack of the understanding of the issue among basically all stakeholders, who are either decision and policy makers or NGOs.



## Agrofuels

The increasing use of agrofuels has been described by several international institutions as one of the key drivers of the rise and volatility of food prices observed in the past few years. Besides the fact that agrofuels cause hunger, they also contribute to significant environmental problems: through increased emissions of greenhouse gases, leading to climate change; and the rise of agrofuel crop plantations leads to destruction of rainforests, peatlands and other habitats in developing countries. The value of biofuel subsidies in the EU in 2011 ranged between 5.5 and 8.4 billion Euros<sup>90</sup>. Instead of providing benefits/services to society again, these subsidies just exacerbate environmental problems and the problems of local societies.

One of the key drivers of problems caused by agrofuels is the biofuel targets set by the Renewable Energy Directive of the European Union. The original target for renewable energy content in transport was set at 10% by 2020. Analysing the renewable energy action plans of EU Member States, this means this target would be met mostly (~95%) with the use of agrofuels.

The share of agrofuels in Europe right now is 4.6%. In the past few years, several international institutions and civil society groups have warned of the problems caused by agrofuels. Even the Joint Research Centre of the EU published studies about these negative impacts. This has made the

European Commission re-evaluate the EU's biofuel targets and propose limiting the use of food crop-based agrofuels at 5%, and introduce some measures to evaluate the impact of indirect land use change (the so called ILUC-factors)<sup>91</sup>.

In these kinds of issues, there is a joint decision making mechanism in the EU. That means both the European Parliament and the Council (the ministers of the Member States) have power in this process. During the biofuel debate, the European Parliament voted for a 6 percent limit for food crop-based agrofuels, but didn't support the ILUC factors. The Member States have also had several meetings to discuss the proposal of the Commission. In the wake of earlier previous negotiations, there was submitted a proposal to limit to 7% the amount of agrofuels made from food, at the 12 December 2013 Council meeting, but the EU energy ministers failed to agree. The Netherlands, Belgium, Denmark, Italy and Luxembourg all refused to back this deal, saying it did not do enough to reduce the environmental and social harm of EU demand for agrofuels. Poland and Hungary, which oppose agrofuels reform, also blocked a compromise, saying they don't want to limit the use of agrofuels since their intention is to increase the production of agrofuels in Hungary. Similarly, the majority of Hungarian MEPs (mainly from Fidesz) voted against the proposed 5% agrofuels limit during the European Parliament debate.



#### IMPACT OF EU BIOFUEL TARGETS:

a) Since biomass has very small energy content/concentration compared to fossil fuels, energy crops need to be grown on huge areas<sup>92</sup>. Europe does not have enough land to fulfill the biofuel targets. On the other hand, tropical countries can produce agrofuels more effectively and cheaper. This leads to increased imports of agrofuels or agrofuel crops from Southern countries. Besides this, the EU uses almost all of the rape seed and sunflower grown in the EU countries to produce biodiesel. With this, European food and cosmetic companies need to import palm oil from Indonesia and Malaysia.

According to a recent study, palm oil use in Europe has increased much more than predicted, and now accounts for 20% of the biodiesel mix. Europe has increased the amount of palm oil used in car fuel by 365% over the past six years. Even in Hungary, where there is a significant level of domestic production of agrofuels, the import of palm oil has increased by 350% in the same period. Although most of the palm oil used in Europe is for food and cosmetics, 80% of the increase has been driven by biodiesel demand<sup>93</sup>.

Tropical peatlands in South-East Asia store 42 million metric tonnes of soil carbon. Since Indonesia is the largest oil palm growing country in the world, 15.6 million hectares of natural forest and peatlands were destroyed between 1995 and 2003 for the

establishment of oil palm plantations. It was mostly oil palm plantations and acacia forests that were established after the draining and drying of peatlands. From the soil of the artificial plantations, 70-100 t/ha carbon dioxide is released annually. The degradation of the peat amounted to 632 million tonnes, and afterwards the drainage and the fires caused the release of another 1400 million tonnes of carbon dioxide. Altogether, 2 billion tonnes of greenhouse gases are released annually – this is 8% of the annual global rate. Thus, due to the increase of oil palm plantations in the last decade, Indonesia has become the third largest greenhouse gas emitter country in the world<sup>94</sup>.

b) Without the EU's current biofuel targets, the price of foodstuffs such as vegetable oil would be 50% lower in Europe by 2020 than they are in the present, and 15% lower in the rest of the world<sup>95</sup>. The World Bank, OECD, WTO, IMF, FAO and five other UN agencies have all warned that 'prices are substantially higher than they would be if no agrofuels were produced.'<sup>96</sup> These same agencies have called for a global end to subsidies and targets for agrofuels on the basis of their impact on food price volatility.

Even the proposed 7% limit on agrofuels noted at the Council meeting would allow a 50% increase in the European consumption of food for fuel – equivalent to enough food calories to feed 69 million people annually<sup>97</sup>.

**c) Poverty caused by oil palm projects.**

There is an interesting aspect of agrofuels developments that shows how investments in oil palm projects increase poverty in Indonesia. Multinational companies and credit agencies often provide loans to local farmers with the promise of huge profits from oil palm plantation. The conversion of their land to oil palm plantations eats up most of their loaned money, but the oil palm starts to yield only after the eighth year. Since the farmers converted their land to oil palm fields there is no land for producing their own food or commodities that can be sold. This leads the farmers to temporarily be indebted without income, forcing them to sell their land to the company who provided the loan. Many people in Indonesia lost their land this way<sup>98</sup>.

**LAND SEIZURES****a) Agrofuels and land grabs in Africa:**

Agrofuels are one of the biggest drivers of land seizures in Southern countries.

A few years ago there were already 5 million hectares in Africa dedicated to agrofuels projects. European companies appear to dominate the land acquisitions for agrofuels in Africa. The UK company Sun Biofuels has acquired land in Ethiopia (80,000 ha), Tanzania (8,000 ha) and Mozambique (5,000 ha) to grow jatropha, while the UK-based CAMS Group bought 45,000 ha in Tanzania to produce ethanol from sweet sorghum<sup>99</sup>.

**Land grab in Uganda:** Friends of the Earth International documented that palm oil plantations have come at the expense of local food crops and rainforests. Local people have been prevented from accessing water sources and grazing land. Despite promises of employment, locals have lost their means of livelihood and are struggling to make ends meet. In a video testimony John Muiyisha, a farmer from Kalangala, tells of how he woke up one morning to find bulldozers destroying his crops. He had been on the land for 34 years. Other community members were contracted to plant palm oil and then forced to sell their land because of debts, low income from palm oil and no food crops<sup>100</sup>.

**b) Land grab and human rights abuses:**

There are more and more reports about human rights abuses related to land seizures. In Indonesia, for example, several cases show that indigenous communities' lands have been cleared overnight to provide space for palm oil plantations of foreign investors. According to a report by a UN indigenous people's forum, 60 million indigenous people are threatened to leave their land because of land seizures caused by agrofuels projects. One of the most well-known cases is the Wilmar scandal. Wilmar, a leading global biodiesel company, has been accused of clearing land that belonged to local communities.

**c) Hungarian company involved in a land seizure case in Zambia:**

For the Hungarian public, land seizures mostly mean "pocket contracts" (land seizures by Western European investors in Hungary) or domestic land leasing scandals (government assisted land seizures)<sup>101</sup>, but there are also signs that Hungarian companies could be involved in the global land-seizing phenomenon. One of the owners of the largest Hungarian bank, also one of the biggest landlords in Hungary, has been implicated in a land-seizing case in Zambia through his company, Bonafarm. Bonafarm was one of the foreign investors that submitted bids to the Zambia Development Agency for the development of the Nansanga Farm Bloc<sup>102</sup>. According to the media, at least 9,000 farmers living in the 18,000 ha area would have to be resettled by the Zambian government<sup>103</sup>. Finally, the negotiations with the government broke down, and Bonafarm decided to give up on the project. One of the reported reasons for this failure was that the leader of the Patriotic Front, which won the general elections in Zambia in Autumn 2011, was not supportive of foreign investors. Bonafarm is now preparing for large-scale land deals in Romania<sup>104</sup>, but they probably might look for investments in other Southern countries again as the other bidders could do as well.

## Recommendations

### Related to PCD in Hungary:

- The PCD commitments enshrined in the Hungarian development cooperation strategy should be translated into concrete steps. These should also be reinforced by incorporating them in the development act foreseen in the strategy to be adopted soon.
- These concrete steps should include the creation of official mechanisms of implementing and monitoring of PCD and the establishment of bodies responsible for operating these mechanisms. In this regard the role of the Parliament and of an advisory body that involves civil society organisations and all other stakeholders is specifically important.
- When monitoring mechanisms are in place official reporting (e.g. the annual Hungarian ODA report) should also reflect on PCD in the Hungarian context.
- There should be efforts made on the government's side for awareness raising on the issue of PCD and it should thrive for engaging all relevant stakeholders but specifically policy and decision makers. Awareness raising should be based on a common understanding of PCD in order to clarify for all actors that it doesn't merely mean better coordination among government institutions as interpreted often at present.

### Related to agrofuels:

- EU Member States (including Hungary) have to immediately halt the expansion of agrofuels in order to prevent the degradation of indigenous forest and grass lands, and the seizure of land by foreign investors and further human rights abuses. As a first step, the 5% limit on food crops-based agrofuels proposed by the European Commission needs to be approved, together with a strong financial commitment to promote alternative and renewable resources. As a second stage, agrofuels must be phased out completely.
- EC must halt agrofuel subsidies immediately and should urge Member States to do so as well.
- There must be measures implemented to prevent further land seizures in Southern countries. One of the key elements can be the proposed Markets in Financial Instruments Directive (MiFiD) with the aim of regulating food speculation. Other drivers of land seizing need to be tackled as well.
- Member States and the EC must find alternative ways to subsidise less harmful trading and agricultural production practices, to provide a steady source of income for local people.
- Develop capacity building programs aligned to partner countries' specific situations, to tackle the problem of land seizing, by supporting the development of strong regulatory framework of partner countries to develop a measure for controlling foreign companies' land acquisition.



# Belgian case

## Belgian National Context

In order to improve its aid effectiveness, Belgian development co-operation is now focused on 18 partner countries. Belgian bilateral co-operation is focused on two different categories: Low Income Countries (LIC) and Middle Income Countries (MIC). In the MIC's, Belgian co-operation has focused more on knowledge sharing but still works on social protection, climate, environment, and tax system reform. The LIC's supported by Belgium are also 'Fragile States'. Belgium has a specific approach to working with these kinds of partner countries that are located mainly in Africa<sup>106</sup>. Belgian co-operation supports State building and peacebuilding in Low Income Fragile States such as these partners: Congo DRC, Burundi, Rwanda, and Niger. State building means, in particular, the promotion of conflict prevention, but also democratic governance by supporting civil society and institutions. Fragile States suffer legitimacy problems and are facing difficulties supporting their population. One third of the poor are in Fragile States and half of the world's poor will probably be in Fragile States by 2015, according to the OECD report 'Fragile State' in 2013<sup>107</sup>. Belgian co-operation in these countries is therefore really relevant as far as promoting peace, State building and fighting poverty are concerned.

Belgium's main partner is the Democratic Republic of the Congo (DRC), with an annual turnover of about EUR 96 million in 2012. Agriculture and food security are among its thematic priorities. Belgian co-operation aims to promote family and small-scale agriculture in order to improve food security in its partner countries, but also to promote an inclusive economy, with decent work in rural communities. These objectives are stressed in the new Belgian Co-operation Law of March 2013 (Art. 3 & Art. 5)<sup>108</sup>. These objectives and the agriculture and food security strategy contribute to implementing the first Millennium Development Goal: the eradication of extreme poverty and hunger.

## Bilateral co-operation with DRC and agriculture

The Belgian national program for co-operation with Congo DRC is based on three key sectors: Agriculture, Rural development/Infrastructure, and Technical and Professional Education<sup>109</sup>. Belgian co-operation intends to improve family farming as promoted in the Belgian Strategy for Food Security, adopted in 2010<sup>110</sup>. DRC is the second country in terms of arable lands available for cultivation activities. It has diverse climate conditions and abundant water resources. DRC has an estimated 80 million hectares of arable land. 65% of the population depends on family farming but,

according to the FAO, 6.3 million people are facing a food security and livelihood crisis in DRC. Despite the fact that agriculture represents a significant share of the country's Gross Domestic Product, DRC is one of the poorest countries in the world. The country has many advantages as far as feeding its own population is concerned but it's currently ranked among the deficit countries in agriculture and food security. A combination of factors has led to a situation of conflicts and demographic pressure in some parts of the country, but also a lack of a comprehensive agricultural policy framework for several decades<sup>111</sup>. Agriculture in DRC is affected by various factors. The lack of infrastructures, such as water, has a negative influence on agricultural production. Farmers have limited access to credit and also to seeds, fertilisers, etc. In that context, they face many difficulties when it comes to commercialising their products. If farmers are able to produce, it's mainly for subsistence agriculture. Also, the various policies (agriculture, mining and forestry) overlap. In such a situation, access to land is hard and it leads to tensions and conflicts. In addition, there is a dual system of land access: customary and statutory. The customary system is more verbal and it sometimes leads to manipulation and conflicts. The statutory system is complicated. In that system, land registry is expensive and takes a lot of time. With this, there is not always secure access to land available for family farmers. Adding to that, there is insufficient infrastructure for the commercialization of farmers' products. In some places, there is also pressure from others' managers who follow mining and Forest Codes. A comprehensive agricultural policy framework that includes land tenure is essential for the protection of small farmers.

## Agricultural project financed by Belgian co-operation:

Belgian co-operation promotes family farming by financing several projects in Congo DRC, including the AgriCongo initiative, a union of different Belgian NGOs. The Belgian CSO members of the project are CDI-Bwamanda, Diobass, Oxfam-Solidarité, SOS-Faim, Trias, Solidarité Socialiste, Vredeseilanden (VECO), WWF, RCN Justice et Démocratie, and Broederlijk Delen. With the support of the Belgian Co-operation, they intend to strengthen the farmer organisations in their advocacy, being essential actors for the promotion of a sustainable agriculture in Congo DRC.

AgriCongo is working with CONAPAC (National Federation of Agricultural Producers in Congo) and others farmers' organisations, essentially

through workshops. The workshops are organised in 5 provinces: Bas-Congo, Bandundu, Equateur, Northern and Southern Kivu's; addressing 4 thematic cycles during 2012-2013: Agricultural law, Propriety security, Rural infrastructure and Financing agricultural activities.

On one hand, AgriCongo's workshops aim to provide a better understanding of the specific issues mentioned above, with the exchanging of information. On the other hand, the workshops help to set up an advocacy agenda, in order to improve the situation of the Congolese farmers seeking to secure their land ownership, rural infrastructure and access to finance. The workshops result in the creation of an advocacy plan at the provincial level. And, for each thematic cycle, an advocacy plan adopted at the national level<sup>112</sup>.

Six major advocacy actions were conducted: farmers' participation in various national commissions relating to agriculture and ownership; advocacy to stop dispossession of market gardeners in Kinshasa; road maintenance for farmers activities; land management for traditional chiefs; struggle against administrative and police-related annoyance; and involvement of the farmers' organisations in provincial agricultural policy.

## Incoherent decisions

To address the issue of food insecurity, there was a new law passed in Congo DRC in December 2011. The purpose of the law, as laid down in its first article, is to promote and increase agricultural production to ensure food security and rural development<sup>113</sup>.

The law has been a source of concern for foreign businesses including Belgian corporations operating in the agricultural sector, because its ownership clause restricts foreigners' access to farmlands (Art. 16). Belgian businesses are members of the Business Federation of the Congo (FEC). FEC criticised this new Law. Belgian attorneys were appointed to study the constitutional validity of this Law. The Belgian Foreign Minister asked the Congolese President to review the 16th Article and encourage its adhesion to OHADA (the pan-African organisation for the harmonisation of business law in Africa).

The law has not yet been put into practice, notably because of the business pressure and the lack of financial resources for the commissions in charge of the application of the law. The Belgian Foreign Affairs Minister is supposed to promote social and economic development, governance and democracy in the Greater Lake region including



Congo DRC<sup>114</sup>. He's also supposed to promote international trade. There were conflicting interests within the Foreign Affairs Ministry between the promotion of Belgian businesses and the social economic development of Congo DRC. There were incoherences inside the Foreign Affairs Ministry and with the Co-operation Ministry.

With the Belgian Foreign Affairs action against the Congolese Agriculture law, Belgium was incoherent with its PCD engagements promoted in the new Belgian co-operation law (Art. 8 & Art. 31); but Belgium was also incoherent with its international engagements to support Fragile States and to contribute to achieve the MDGs by 2015.

## Recommendations

The pressure imposed by the Belgian Minister of Foreign Affairs regarding the Agriculture Law in Congo is an obstacle for the implementation of Belgian co-operation, particularly regarding the Belgian Strategy for Food Security, but also as far as fighting food insecurity and poverty in DRC is concerned. In Europe, Belgium is quite progressive in promoting policy coherence through the creation of different PCD mechanisms<sup>115</sup>. Policy coherence for development is high on the Belgian political agenda thanks to the remarks from the DAC Peer Review in 2010. Adding to the PCD engagement in the new Belgian co-operation law (Art. 8 & Art. 31), various PCD mechanisms will be in place in 2014 at federal level. These mechanisms include: Inter-ministerial Conference; Consultative Body with civil society actors and Co-operation Minister; an impact analysis of the policies not exclusively for PCD but for various topics such as environment, gender, decent work; an Interdepartmental Commission within the Co-operation Ministry.

Our recommendations at the national level for Belgium are as follows:

Belgium has made many steps forward over the past years toward building a genuine mechanism for ensuring better PCD. The new Belgian Co-operation law, adopted in March 2013, being the legal anchorage for the principles, and some mechanisms (PCD impact assessment on laws and decisions) would be concrete political tools. However, none of the proposals are already in place, leaving a sensation of "unfinished business". Therefore, we recommend the following for the current government and those to come:

— The implementation of PCD mechanisms and more specifically:

An Inter-ministerial Conference which will provide all the Ministries coherence and development objectives in specific thematic areas such as agriculture and specific regions. Raising the awareness of PCD among ministries is ongoing work that could help to convince, for instance, the Belgian Minister of Foreign Affairs to promote PCD. PCD mechanisms also need to be implemented at regional level; therefore this includes the Regional Ministers.

A parliamentary commission focused on PCD with a special reporter.

A Consultative Body acting under the tutelage of the Development Minister, with the participation of the development administration and civil society representatives. This body would be a place where civil society could enter into dialogue with the Development Minister and the various instances on issues related to incoherent policy and incoherent decisions, and their negative impacts on the population in partner countries, and feed them with proposals. The Development Minister should report actions and decisions to the consultative body afterwards.

— The respecting of Congo DRC sovereignty. Congo DRC needs donors' support to promote peace and a real democratic State with strong and transparent institutions that serve Congolese needs.





# General recommendations and conclusion

In most of the countries mentioned in this study, PCD does have a minimum political anchorage. Clearly declared or stated in official development laws, legal Acts, and thematic and other strategic documents, the principle of PCD often falls under the scope of development co-operation and Foreign Affairs Ministries, which hampers a key challenge in the search for more coherent policies: something which matters to every single person in Government. But, in every country, the principles still need to be put into practice. When it comes to implementation, a more effective co-ordination at the policy formulation stage is still necessary. Even though co-ordination bodies exist at inter-ministerial level in some countries (a Consultative Council in Romania, Council on International Development Co-operation in the Czech Republic, a co-ordination mechanism in Belgium and a Coordination committee in Slovakia), even including the participation of civil society representatives sometimes, development objectives and the interests of the poorest are seldom taken seriously.

In this study, several policy incoherencies are pointed out, with the addressing of conflicts of interests that can emerge from national migration or refugee management policies, the energetic challenge to which governments generally respond by promoting the use of agrofuels, or even trade rules that have a profound effect on small farmers' communities; even if they are usually the primary target audience of official development co-operation. One of the main lessons learned, is the importance of political will in order to design and adapt decisions according to development priorities. Stating principles and setting mechanisms will not be sufficient in order to avoid the negative impacts of national strategic policies in developing

countries. Therefore, civil society organisations, working in partnership with their counterparts in developing countries, are bound to fulfill their role of watchdogs in asking for more transparency and coherency from the decision makers. This study is intended to be a tool for awareness-raising and advocacy by the partners in the WWE project. It informs the community of challenges that co-operation beneficiaries and development organisations are encountering through current inconsistencies in European policies. The last Spotlight Report published in 2013 by CONCORD, the European NGO confederation for relief and development, pointed how much "pressure from civil society is usually a key factor in obtaining high-level political commitments in favour of PCD"<sup>116</sup>.

The main recommendations we could draw at this stage address the three pillars of PCD principles: political commitment and statements, co-ordination mechanisms and systems of monitoring, analysis and reporting:

- Legal reforms in order to anchor PCD in the objectives of government as a whole, in parallel with awareness-raising that will enable the implementation of legal frameworks.
- Institutionalised co-ordination mechanisms, open to the participation of civil society.
- Concrete strategies, focussing on priority policy areas, with monitoring tools and regular reports in progress. Regulation and reform in these policy areas (investment, trade, energy, etc.)
- The role of public information and debate is also key, through ensuring at least Parliamentary monitoring.
- Impact studies and research, conducted by communities affected and their organisations.

# Notes

## Estonian case

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- <sup>6</sup> Idem, "The National Strategy on International Development Cooperation Policy", p.3, <<http://www.concordeurope.org/259-spotlight-on-eu-policy-coherence-for-development>>. (Consulted on 16 December 2013).
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