









Procedure file

Basic information	
INI - Own-initiative procedure	2017/2258(INI)
Procedure completed	
Implementation of the development cooperation instrument, the humanitarian aid instrument and the European development fund	
Subject	
6.30.02 Financial and technical cooperation and assistance	
6.30.03 European Development Fund (EDF)	
6.50 Emergency, food, humanitarian aid, aid to refugees, Emergency Aid Reserve	

Key players			
European Parliament	Committee responsible	Rapporteur	Appointed
	 Development	 GUERRERO SALOM Enrique	07/12/2017
		Shadow rapporteur	
		 ENGEL Frank	
		 THEOCHAROUS Eleni	
		 SCHAFFHAUSER Jean-Luc	
	Committee for opinion	Rapporteur for opinion	Appointed
	 Budgets	 SOLÉ Jordi	23/11/2017
European Commission	Commission DG	Commissioner	
	International Cooperation and Development	STYLIANIDES Christos	

Key events			
14/12/2017	Committee referral announced in Parliament		
20/03/2018	Vote in committee		
27/03/2018	Committee report tabled for plenary	A8-0118/2018	Summary
16/04/2018	Debate in Parliament		

17/04/2018	Results of vote in Parliament		
17/04/2018	Decision by Parliament	T8-0103/2018	Summary
17/04/2018	End of procedure in Parliament		

Technical information

Procedure reference	2017/2258(INI)
Procedure type	INI - Own-initiative procedure
Procedure subtype	Implementation
Legal basis	Rules of Procedure EP 54
Other legal basis	Rules of Procedure EP 159
Stage reached in procedure	Procedure completed
Committee dossier	DEVE/8/11556

Documentation gateway

Committee draft report		PE616.848	31/01/2018	EP	
Amendments tabled in committee		PE619.049	01/03/2018	EP	
Committee opinion	BUDG	PE616.589	08/03/2018	EP	
Committee report tabled for plenary, single reading		A8-0118/2018	27/03/2018	EP	Summary
Text adopted by Parliament, single reading		T8-0103/2018	17/04/2018	EP	Summary
Commission response to text adopted in plenary		SP(2018)401	30/08/2018	EC	

Implementation of the development cooperation instrument, the humanitarian aid instrument and the European development fund

The Committee on Development adopted the own-initiative report by Enrique GUERRERO SALOM (S&D, ES) on the implementation of the Development Cooperation Instrument, the Humanitarian Aid Instrument and the European Development Fund.

The reports explanatory memorandum noted that the purpose of this report is to contribute to the review of the European Development Fund (EDF), the Development Cooperation Instrument (DCI) and the Humanitarian Aid Instrument (HAI), launched by the Commission to assess their appropriateness with regard to the objectives of EU development cooperation and humanitarian aid policies. Based on the analysis of the implementation, from January 2014 to June 2017, of the EDF and the DCI, the report makes a series of recommendations aimed at improving the functioning of the EDF and the DCI until the end of its term in 2020, as well as a number of proposals and recommendations regarding the new multiannual financial framework, which will be presented in the coming months by the European Commission, and with regard to which the Committee on Development will in due course have to exercise its role as co-legislator and political assessor.

Findings of the mid-term review of implementation of the DCI, EDF and HAI: Members welcomed the fact that evaluations of the DCI, EDF and HAI show that these instruments objectives were largely relevant to the policy priorities at the time of their design and that they are generally fit for purpose and aligned with the values and objectives of the Sustainable Development Goals. However, while some countries have experienced progress in poverty reduction and human and economic development over the last ten years, others the situation remains critical.

In their first years of implementation, the DCI and the EDF have enabled the EU to respond to new crises and needs thanks to the broad nature of the instruments objectives. However, a multiplication of crises and the emergence of new political priorities have put financial pressure on the DCI, the EDF and the HAI, and have stretched these instruments to their limits and have led to the decision to set up new ad hoc mechanisms such as trust funds, which are surrounded by serious concerns, namely over transparency, democratic accountability and their disconnection from development objectives.

Members emphasised that under no circumstances should the EUs short-term (security or migration) domestic interests drive its development agenda, and that aid and development effectiveness principles should be fully respected and applied to all forms of development cooperation.

- DCI: Members are concerned that the mid-term evaluation of the DCI points to the risk of a perceived lack of compliance with the requirement to allocate at least 20 % of assistance under the DCI to basic social services such as health, and to secondary education and other social services, when these needs are essential to the development of these countries.
- EDF: the EDF has played an important role in addressing poverty eradication and the attainment of the SDGs. However, evidence of

progress is weaker at regional level and that the EDF has not consistently established solid synergies and coherence across its national, regional and intra-ACP cooperation programmes.

- HAI: Members are satisfied that the HAI has achieved its objective of providing aid in emergency situations on a basis of full respect of public international law, while ensuring that humanitarian aid is not instrumentalised and that the principles of humanity, impartiality, neutrality and independence are respected. A number of humanitarian crises and disasters dealt with by the HAI has significantly increased in the last few years, which has led to the full use of the Emergency Aid Reserve and to the need to use additional funds. The report noted the need for a substantial increase in the Emergency Aid Reserve and for a swifter and more flexible use of all available resources.

Recommendations for the post-2020 architecture of the DCI and the EDF, and for the future implementation of the HAI: Members stressed the absolute necessity of maintaining separate development and humanitarian aid instruments respecting key development principles, in the light of the EDF and DCI evaluation findings concerning the lack of partnership and the threat to the central objective of poverty alleviation within the new framework of shifting policy priorities.

Irrespective of possible structural changes or mergers with regard to these instruments, including the possible budgetisation of the EDF, the overall appropriations for the next MFF should be increased. The future architecture of the EFIs should include a more transparent inclusion of trust funds and facilities.

The Council, the Commission and the European Investment Bank are invited to conclude an interinstitutional agreement with Parliament on transparency, accountability and parliamentary scrutiny on the basis of the policy principles set out in the new European Consensus on Development.

Members stressed that the post-2020 architecture of the DCI and the EDF and the implementation of the HAI must be aligned with the EUs international commitments, including the 2030 Agenda for Sustainable Development and the SDGs, the Paris Agreement, and the EU policy framework, including the new European Consensus on Development, the new Global Strategy for the EUs Foreign and Security Policy and the European Consensus on Humanitarian Aid.

The Commission and the EEAS are called on to adequately combine assistance under the EFIs and political dialogue, both bilaterally and in the framework of regional and global organisations, in order to promote these principles, values and rights.

The post-2020 architecture of EFIs should continue to make provision for a mix of both geographic and thematic multiannual programmes, allowing for development actions on different scales. It should include a number of benchmarks and strict ring-fenced earmarking, as well as mainstreaming commitments to ensure sufficient funds for key priorities.

Implementation of the development cooperation instrument, the humanitarian aid instrument and the European development fund

The European Parliament adopted by 523 votes to 73, with 78 abstentions, a resolution on the implementation of the Development Cooperation Instrument (DCI), the Humanitarian Aid Instrument (HAI) and the European Development Fund (EDF).

As a reminder, the main objective of the EDF is to reduce and eventually eradicate poverty in the ACP region and achieve sustainable development in the Overseas Countries and Territories (OCTs). With EUR 30.5 billion allocated to the 11th EDF for the period 2014-2020, the EDF is the Union's main development cooperation instrument.

The main objective of the DCI is to reduce and, in the long term, eradicate poverty in developing countries that do not benefit from funding under the European Development Fund (EDF). As for the HAI, its main aim is to provide assistance, relief and protection to people affected by natural or manmade disasters and similar emergencies, international humanitarian principles and the European Consensus on Humanitarian Aid.

Parliament made a series of recommendations to improve the operation of these instruments until the end of their application in 2020 and to integrate them into the new multiannual financial framework (MFF) to be presented shortly by the Commission.

Findings of the mid-term review of implementation of the DCI, EDF and HAI: Parliament welcomed the fact that evaluations of the DCI, EDF and HAI show that these instruments objectives were largely relevant to the policy priorities at the time of their design and that they are generally fit for purpose and aligned with the values and objectives of the Sustainable Development Goals.

While some countries with EDF and DCI geographical programmes in place have made progress in poverty reduction and economic and human development over the past decade, the situation remains critical for others.

Trust funds: in their first years of implementation, the DCI and the EDF have enabled the EU to respond to new crises and needs thanks to the broad nature of the instruments objectives. However, a multiplication of crises and the emergence of new political priorities have put financial pressure on the DCI, the EDF and the HAI, and have stretched these instruments to their limits and have led to the decision to set up new ad hoc mechanisms such as trust funds, which are surrounded by serious concerns, namely over transparency, democratic accountability and their disconnection from development objectives.

Members warned against abuse recourse to trust funds for the rest of the implementation period and insisted that they should only be used when their added value is guaranteed.

Budget support: Parliament called for strengthening the political and institutional partnership to promote the granting of budget support while insisting on effective economic governance and respect for democratic values.

External financing instruments (EFIs) should continue to directly support both EU and local CSOs, local communities, local and regional governments and local authorities in partner countries and their partnerships with European local and regional governments.

Members emphasised that under no circumstances should the EUs short-term (security or migration) domestic interests drive its development agenda, and that aid and development effectiveness principles should be fully respected and applied to all forms of development cooperation.

Parliament made some remarks about the instruments:

- DCI: Members are concerned that the mid-term evaluation of the DCI points to the risk of a perceived lack of compliance with the requirement to allocate at least 20 % of assistance under the DCI to basic social services such as health, and to secondary education and other social services, when these needs are essential to the development of these countries.
- EDF: the EDF has played an important role in addressing poverty eradication and the attainment of the SDGs. However, evidence of progress is weaker at regional level and that the EDF has not consistently established solid synergies and coherence across its national, regional and intra-ACP cooperation programmes.
- HAI: Members are satisfied that the HAI has achieved its objective of providing aid in emergency situations on a basis of full respect of public international law, while ensuring that humanitarian aid is not instrumentalised and that the principles of humanity, impartiality, neutrality and independence are respected. A number of humanitarian crises and disasters dealt with by the HAI has significantly increased in the last few years, which has led to the full use of the Emergency Aid Reserve and to the need to use additional funds. Parliament noted the need for a substantial increase in the Emergency Aid Reserve and for a swifter and more flexible use of all available resources.

Recommendations for the post-2020 architecture of the DCI and the EDF, and for the future implementation of the HAI: Parliament stressed the absolute necessity of maintaining separate development and humanitarian aid instruments respecting key development principles, in the light of the EDF and DCI evaluation findings concerning the lack of partnership and the threat to the central objective of poverty alleviation within the new framework of shifting policy priorities.

Irrespective of possible structural changes or mergers with regard to these instruments, including the possible budgetisation of the EDF, the overall appropriations for the next MFF should be increased. The future architecture of the EFIs should include a more transparent inclusion of trust funds and facilities.

The Council, the Commission and the European Investment Bank are invited to conclude an interinstitutional agreement with Parliament on transparency, accountability and parliamentary scrutiny on the basis of the policy principles set out in the new European Consensus on Development.

Members stressed that the post-2020 architecture of the DCI and the EDF and the implementation of the HAI must be aligned with the EUs international commitments, including the 2030 Agenda for Sustainable Development and the SDGs, the Paris Agreement, and the EU policy framework, including the new European Consensus on Development, the new Global Strategy for the EUs Foreign and Security Policy and the European Consensus on Humanitarian Aid.

The Commission and the EEAS are called on to adequately combine assistance under the EFIs and political dialogue, both bilaterally and in the framework of regional and global organisations, in order to promote these principles, values and rights.

The post-2020 architecture of EFIs should continue to make provision for a mix of both geographic and thematic multiannual programmes, allowing for development actions on different scales. It should include a number of benchmarks and strict ring-fenced earmarking, as well as mainstreaming commitments to ensure sufficient funds for key priorities.

While recalling the need for a strong and autonomous development policy after 2020 with differentiated development instruments in the field of humanitarian aid, Parliament considered that a separate reserve specifically for humanitarian aid should be maintained, as it has been used continuously during the current MFF period.

Lastly, the EDF budgetisation should be accompanied by guarantees to prevent any transfer of former EDF funds to other budget lines.