

In 2004, the Heads of Evaluation for External Cooperation of EU Member States and the European Commission initiated a series of six evaluations to study how the principles of coordination, complementarity and coherence have been implemented and with what impact.

Each study has been completed in a decentralised way and each was assigned a lead manager and steering committee.

The study on policy coherence for development (PCD), the focus of the present brochure that is being published, was funded by Belgium, France, Germany and the Netherlands.

The study was supervised by a group including the same European countries listed above and the European Commission. It was coordinated by France (Evaluation Unit of the Directorate-General of International Cooperation and Development – French Ministry of Foreign and European Affairs – MAEE).



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The complete study, including annexes, is online on the 3Cs website  
<http://www.three-cs.net> and **France Diplomatie**  
<http://www.diplomatie.gouv.fr>



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## Sustaining a systemic approach

The systemic approach that is recommended by the study has so far proved inadequate and the evaluation stresses, moreover, that a strong and broad political will, supported over time, is needed to go beyond the present experimental stage and operationalise the original commitment of the Maastricht Treaty, as taken up in the context of the European consensus on development adopted by the Council in 2005, but that this is far from being the case.

Policy coherence for development is undoubtedly the most sensitive component of the '3Cs' and the most delicate one to translate into practice. The decision to produce a two-yearly report on progress with PCD in the Union from a questionnaire completed by each of the Member States and by the Commission – the first of which is scheduled for publication this October – is a step in the right direction.

It is to be hoped that this study helps to improve understanding of the importance of the interactions between the various policies affecting the developing countries and their impact, paves the way for thinking about the operational resources needed to strengthen policy coherence for development and ensures that this issue is included more systematically in the evaluation of our development strategies, policies, programmes and projects.



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## Evaluation of the EU Institutions & Member States' Mechanisms for Promoting Policy Coherence for Development

It has long been known that the development of the countries of the South cannot just rely on the aid policies of the countries of the North but depends, first and foremost, on the developing countries themselves. There has however been little talk of the impact, albeit major, of the other public policies of the developed countries, involving much more substantial budgets than those channelled into aid, on the developing countries and the well-being of their peoples.

## The origin of PCD

Because this is such a complex and sensitive issue, awareness of the need to promote policy coherence for development (PCD) was slow to come about and it was only from the beginning of the 1990s that it became a discreet but stated aim of the international community.

Policy coherence is included in the Millennium Development Goals adopted by United Nations in September 2000 as part of the new global partnership for development (goal 8) and the OECD<sup>1</sup> DAC<sup>2</sup> makes it into a new and clear-cut part of the "peer reviews" of its member countries' development policies.

The main step forward was however made by Europe with the Treaty of Maastricht, signed in 1992, which set coordination, complementarity and coherence, the "3Cs", as guiding principles for European development policy, a competence shared between the Community and the Member States.

Ten years onwards, it seemed natural to take stock of the way in which the 3Cs have been implemented and, for this reason, the Heads of Evaluation for External Cooperation of the EU Member States and the European Commission decided, in 2004, to launch a series of six joint evaluations to study the way in which the principles of coordination, complementarity and coherence had been translated into practice, and with what impact.

<sup>1</sup> OCDE: Organisation for Economic Co-operation and Development

<sup>2</sup> DAC: Development Assistance Committee



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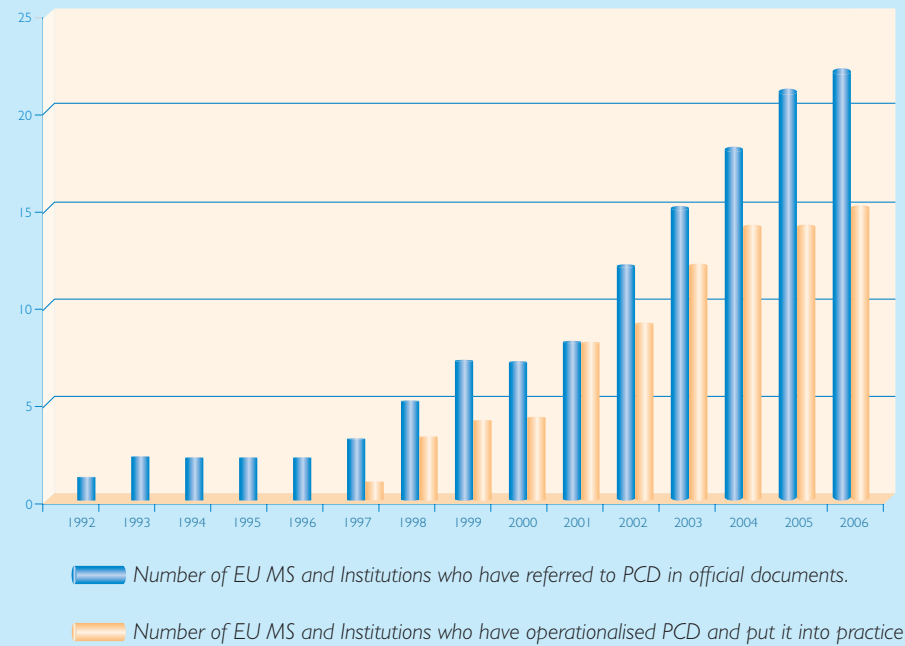
## Evaluating efforts to promote coherence

This study reports on the evaluation of intra-governmental mechanisms promoting policy coherence for development in the EU Member States and Institutions. The study drew on the findings of a preparatory scoping study, completed in 2004, whose purpose was to provide an outline of the conceptual framework, identify the main mechanisms already in place throughout the EU and divide them into three main categories to prepare for further analysis:

- mechanisms connected with general or specific policy commitments or decisions;
- institutional and administrative mechanisms;
- mechanisms connected with information, analysis and counselling capacity.

This study's analysis work drew on seven examples of mechanisms in one of these categories which are in use in five Member States (Finland, France, Germany, Spain and Sweden) and two European Institutions (European Commission and European Parliament). On the basis of a full review of the existing documentation, supplemented by interviews, the study endeavoured to evaluate the relevance, efficiency, efficacy, impact and sustainability of these mechanisms.

## Progress made in implementing coherence mechanisms in policies for development



## Conclusions

The current study's first conclusion is that the implementation of mechanisms to promote PCD in the European Union is still of an experimental nature and that there is a need for strategic reflection and a long-term vision if tangible results are to be achieved.

The second conclusion concerns the difficulty of measuring how politically committed Member States and EU Institutions really are to PCD; the study confirms that this commitment is crucial if progress is to be made. The study notes in particular that some Member States tend to hide behind the Community competency for some policies, overlooking the fact that only an active

national commitment is likely to bring about change at Community level.

The third conclusion is that PCD necessarily involves complex and difficult negotiations and interactions between a whole range of actors and stakeholders. It would be unrealistic not to accept that some gaps in coherence are unintentional, while other incoherencies respond to legitimate interests, in some cases shared by the aid donor and beneficiary countries. The complexity of this issue suggests that combining the three types of mechanisms in a systemic way is necessary to progress.

Europe contributes the most official development assistance in the world.

This contribution accounts for over half of the total ODA and the European Union has committed to double it by 2015.

Development assistance is a competence shared by the Community and Member States (European consensus on development, 2006)

The Maastricht Treaty, adopted in 1992, formalised the bases for the sharing of competences and established three major principles.



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## Coherence, complementarity and coordination: the 3Cs

Policy coherence for development (PCD) aims to eliminate or reduce the effects of other policies targeting developing countries and that would be detrimental to development policy goals.

Complementarity aims to ensure that the European Commission and Members States' policies are complementary.

Coordination implies efforts on everyone's part to harmonise their policies, programmes, procedures and practices and to make development assistance more effective.