

Global Europe Instrument & la programmation de l'UE 2021-2027

Etat des lieux et messages clés de PLATFORMA

Etat des lieux

Les députés européens des commissions AFET et DEVE ont adopté à une large majorité, le 18 mars dernier, le projet de règlement visant à instaurer un nouvel instrument de coopération au développement et de voisinage.

- Ce nouvel instrument va s'appeler **L'Europe dans le monde / Global Europe**. Il est structuré autour de trois composants :
 - Un pilier géographique, qui va représenter environ 75% de l'enveloppe globale (53.8 milliards sur un total de 70.8 milliards d'euros)
 - Un pilier thématique qui va, entre autres, soutenir les réseaux de gouvernements locaux et régionaux comme PLATFORMA et ses partenaires.
 - Un pilier non programmable, de réponse rapide pour faire face aux urgences et crises.
- Parmi les **chiffres clés à retenir**, le soutien aux « autorités locales » figure au considérant n°35 du règlement, et bénéficie d'un montant indicatif, pour les 7 années à venir, de 500 millions d'euros.

Recital 35

Local authorities embrace a large variety of sub-national levels and branches of government, including municipalities, communities, districts, counties, provinces, regions and their associations.

In line with the Consensus, the Union should foster close consultation and association of local authorities, as well as their participation in contributing to sustainable development and to the implementation of the sustainable development goals at local level, in particular regarding democracy, the rule of law, fundamental freedoms and human rights, social justice and as providers of basic social services.

The Union should recognise the multiple roles played by local authorities as promoters of a territorial approach to local development, including decentralisation processes, participation, and accountability.

The Union should further enhance its support for local authorities' capacity building in order to strengthen their voice in the sustainable development process and advance political, social and economic dialogue, as well as promote decentralised cooperation.

Support to local authorities under the geographic programmes should amount to indicatively at least EUR 500 000 000.

- D'autres chiffres ont été introduits par le Parlement, notamment, pour garantir une allocation minimale au renforcement des capacités (270 millions d'euros), la zone Pacifique (500 millions d'euros), la Caraïbe (800 millions d'euros), les droits de l'homme et la démocratie (200 millions d'euros), les défis globaux (600 millions d'euros).
- A noter que les actions en faveur du changement climatique doivent représenter 30 % de la programmation totale et que 75 % des actions de Global Europe doivent être consacrées aux questions d'égalité de genre.

- La **gouvernance de l'instrument** est également révisée, puisque le Parlement européen va être impliqué sur les questions de programmation, notamment à haut niveau, avec un dialogue géopolitique avec la Commissaire Jutta Urpilainen. De même, les engagements de la Commission dans le cadre du 3^{ème} pilier de l'instrument (réponse rapide), doivent faire l'objet d'une information auprès des membres du PE.
- Les **objectifs du développement durable** sont évoqués tout au long du texte, des objectifs aux aires d'intervention. Dans l'esprit de l'Agenda 2030 et du Consensus pour le Développement, un rappel a également été fait sur l'importance d'assurer la cohérence des politiques entre toutes politiques et surtout entre les différents niveaux de gouvernance au sein d'un pays. Le texte de Global Europe mentionne notamment le besoin pour l'Union Européenne de consulter de près les autorités locales sur la mise en œuvre des ODD au niveau local. Il souligne le besoin de les soutenir dans leurs activités de localisation de l'Agenda 2030, y compris à travers la coopération décentralisée. Nous rappelons qu'au-delà de l'ODD 11 consacré aux villes et communautés, ce sont environ 65% des 169 cibles des 17 objectifs qui ne seront atteints que si les gouvernements locaux et régionaux sont impliqués.
- L'accent est mis sur le développement humain, la gouvernance et la paix, mais aussi les 4 autres priorités de l'UE : le green deal, les emplois et l'investissement, le partenariat pour les migrations ainsi que la transformation digitale.
Le rôle clé des **collectivités territoriales** est rappelé dans la majorité des aires d'intervention des programmes géographiques, ce qui témoigne d'un vrai tournant de la prise en compte de l'action extérieure des collectivités territoriales dans l'action internationales de l'UE, et de leur rôle en tant qu'acteur du développement. Le rôle des gouvernements locaux est mentionné en particulier pour les domaines suivants :
 - Bonne gouvernance, démocratie, état de droit, droits de l'homme, incluant l'égalité des genres
 - La lutte contre les inégalités et les discriminations, la promotion du développement humain, notamment pour localiser les ODD à travers la mise en place de services de bases et l'accès à la sécurité alimentaire, des logements décents et accessibles et la qualité de vie
 - Pour préserver l'environnement et lutter contre les effets du changement climatique, et notamment contribuer à trouver des solutions locales et décentralisées dans le domaine de l'énergie.
 - Pour valoriser et encourager les femmes à prendre un rôle plus important dans le domaine économique et dans le processus de prise de décision, y compris au niveau local
 - Enfin, le rôle des « autorités locales » comme décideurs politiques est pleinement reconnu, notamment en tant qu'acteurs au service du développement local et d'une gouvernance renforcée.

PARTNERSHIP

Engaging with local authorities and supporting their role as policy and decisionmakers to boost local development, including the business environment, and improved governance, as well as development and governance actors; promoting an enabling regulatory and institutional framework allowing local authorities to exercise their mandate, enhancing their meaningful, continuous and structured participation in domestic and international policies; and strengthening multi-stakeholders and multilevel governance approaches and new ways of partnering with local authorities

- La **coopération décentralisée** est mentionnée à deux reprises (considérant 35 et article 7¹), ce qui permet de rappeler que les gouvernements locaux et régionaux contribuent eux aussi, via cette modalité de l'aide, à l'aide publique au développement.
- **L'éducation au développement et sensibilisation citoyenne** est mentionnée dans la partie défis globaux des programmes thématiques (partie D sur alliances) en tant qu'outil pour renforcer le rôle des gouvernements locaux et régionaux comme acteurs de développement par l'interaction avec des citoyens Européens notamment sur l'agenda 2030 dans l'UE et hors l'UE. L'approche territoriale au développement local est également mentionnée comme moyen pour assurer un dialogue politique qui renforce les gouvernements locaux et régionaux comme acteurs de développement.
- Quelques questions restent en suspens :
 - Comment ces 500 millions d'euros vont-ils être programmés au niveau pays/région et comment leur utilisation va-t-elle être suivie ?
 - Comment la coopération décentralisée va-t-elle concrètement être financée ?
 - Comment les 2 726 000 000 euros alloués aux défis globaux sous les programmes thématiques vont être repartis ? Comment la coopération décentralisée pourrait être financée en vue de l'inclusion de l'approche territoriale au développement pour faire face à ces défis globaux et renforcer le rôle des gouvernements locaux et régionaux comme acteurs de développement?

La programmation 2021-2027 de Global Europe

- La programmation de Global Europe prend un tour résolument géographique : les délégations de l'UE, sur le terrain, sont chargées de programmer l'essentiel des fonds européens pour la période financière qui commence.

GLOSSAIRE

Geographisation	Néologisme qui traduit le tournant géographique pris par le nouvel instrument, renforçant le rôle des délégations de l'UE sur le terrain
Programmation conjointe	exercice de coordination entre l'UE et ses Etats membres au niveau pays, conduit par les délégations de l'UE et impliquant les ambassades des Etats membres et, dans une certaine mesure, leurs agences de développement.
PIP	Programme indicatif pluriannuel (au niveau pays ou au niveau régional / continental). Il peut être constitué de 3 priorités, déclinables en sous priorités, et est valable pour 7 ans au plus
PAA	Programme d'action annuel, décidé au niveau d'un pays, pour la mise en œuvre des priorités pluriannuelles
Comité	Instance de décision et de gestion ad hoc qui va valider les orientations de programmation de l'instrument Global Europe
CODEV	Représentant des Etats membres aussi appelés « délégués » en charge des questions de développement réunis en Conseil

- Concernant le calendrier, la Commission, le Service européen pour l'action extérieure et les Délégations de l'UE sont en pleine programmation des fonds européens. Plusieurs étapes nous concernent :

¹ "Decentralised cooperation through partnerships or twinning, between public institutions, including local authorities"

CALENDRIER

Pré-programmation pluriannuelle	été 2020
Orientations politiques pour la période 2021-2027	
Programmation pluriannuelle	novembre 2020 – mars 2021
Choix d'un maximum de de 3x3 priorités par pays	
Préparation de programmes indicatifs pluriannuels au niveau pays et continent	
Finalisation des PIP pays et régionaux	juin 2021
Adoption des PIP pays et régionaux	décembre 2021
Programmation annuelle	chaque année

- Il convient donc de se rapprocher des différents acteurs européens pour contribuer à la programmation en partageant nos priorités, nos actions et nos préoccupations pour la période de programmation qui commence.

Messages clés et prochaines étapes

- Prochaines étapes pour les partenaires de PLATFORMA et autres signataires d'un accord cadre de partenariat avec la Commission (FPAs)
 - Envoi d'une **lettre conjointe** aux chefs de délégation pour maintenir/créer le contact ;
 - **Dialogue structuré** de PLATFORMA avec les délégations de l'UE dans quelques pays partenaires ;
 - **Handbook sur la coopération décentralisée** pour faire le lien entre les 5 priorités de l'UE et les ODDs ;
 - **Webinaires** de PLATFORMA sur l'adaptation au changement climatique, la relance après la crise du COVID, la démocratie locale et la digitalisation, les ODD et la cohérence politique pour le développement
 - **Dialogues géographiques** sur le partenariat oriental et la région Asie/Pacifique pour contribuer à la programmation de l'UE ;
 - Réaction de PLATFORMA aux stratégies de l'UE **sur le multilatéralisme et sur l'aide humanitaire**.
- Messages clés à partager par les collectivités territoriales :
 - **Promouvoir la coopération décentralisée**, les actions de coop déc auprès des délégations de l'UE et via les ambassades dans les pays partenaires où vous conduisez des projets, pour expliquer quels sont les projets et comment ceux-ci peuvent contribuer aux priorités de l'UE.
 - Resserrer les **liens entre associations de collectivités territoriales de l'UE et des pays partenaires** pour contacter ensemble les délégations de l'UE, renforcer les capacités en matière de plaidoyer et participer au dialogue politique au niveau pays.
 - Partager ces éléments avec vos **ministères des affaires étrangères** : s'assurer que la coopération décentralisée pourra être financée au niveau pays, s'assurer de la présence d'un point de contact « autorités locales » dans les délégations, faciliter le contact avec les collectivités territoriales et leurs associations, encourager les réformes de décentralisation.

Documents à partager

- [Non-papier](#) de PLATFORMA (en anglais) sur comment les collectivités territoriales peuvent contribuer à la programmation 2021-2027 de l'UE.
- Etude de PLATFORMA sur le Travail des Délégations de l'UE avec les gouvernements locaux et régionaux pour le développement, février 2021 ([Anglais](#), Espagnol, [Français](#))
- Le texte provisoire du règlement européen instaurant un nouvel instrument ([Anglais](#)), les conclusions du Conseil de juillet 2020 portant répartition budgétaire ([Anglais](#)), la proposition initiale de règlement en 2018 par la Commission ([Anglais](#))
- Le [communiqué de presse](#) de PLATFORMA après le vote du 18 mars en commissions DEVE et AFET du Parlement européen
- La réaction complète de PLATFORMA suite à la publication du texte final de Global Europe.

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Annexe

Mentions of local authorities, local governments, decentralisation & decentralised cooperation, SDGs & 2030 Agenda

(6)

The Union shall ensure policy coherence for development as required by Article 208 TFEU. The Union should take account of the objectives of development cooperation in the policies that are likely to affect developing countries, which will be a crucial element of the strategy to achieve the Sustainable Development Goals defined in the 2030 Agenda for Sustainable Development ('2030 Agenda') adopted by the United Nations in September 2015. Ensuring policy coherence for sustainable development, as embedded in the 2030 Agenda, requires taking into account the impact of all policies on sustainable development at all levels nationally, within the Union, in other countries and at global level.

(9)

The global context for action is the pursuit of a rules- and values-based global order, with multilateralism as its key principle and the United Nations at its core. The 2030 Agenda, together with the Paris Agreement adopted under the United Nations Framework Convention on Climate Change¹⁸ ('Paris Agreement') and the Addis Ababa Action Agenda is the international community's response to global challenges and trends in relation to sustainable development. With the Sustainable Development Goals at its core, the 2030 Agenda is a transformative framework to eradicate poverty and achieve sustainable development globally. It is universal in scope, providing a comprehensive shared framework for action that applies to the Union, to its Member States and to its partners. It balances the economic, social and environmental dimensions of sustainable development, recognising the essential interlinkages between its goals and targets. The 2030 Agenda aims to leave no one behind and seeks to reach the furthest behind first. The implementation of the 2030 Agenda will be closely coordinated with the Union's other relevant international commitments. Actions undertaken by this Regulation should be guided by the principles and objectives set out in the 2030 Agenda, the Paris Agreement and the Addis Ababa Action Agenda and should contribute to achieving the Sustainable Development Goals. Particular attention should be paid to interlinkages between Sustainable Development Goals and to integrated actions that can create co-benefits and meet multiple objectives in a coherent way without undermining other objectives.

(35)

Local authorities embrace a large variety of sub-national levels and branches of government, including municipalities, communities, districts, counties, provinces, regions and their associations. In line with the Consensus, the Union should foster close consultation and association of local authorities, as well as their participation in contributing to sustainable development and to the implementation of the sustainable development goals at local level, in particular regarding democracy, the rule of law, fundamental freedoms and human rights, social justice and as providers of basic social services. The Union should recognise the multiple roles played by local authorities as promoters of a territorial approach to local development, including decentralisation processes, participation, and accountability. The Union should further enhance its support for local authorities' capacity building in order to strengthen their voice in the sustainable development process and advance political, social and economic dialogue, as well as promote decentralised cooperation. Support to local authorities under the geographic programmes should amount to indicatively at least EUR 500 000 000.

(37)

In line with the Consensus, the Union and its Member States should enhance joint programming to increase their collective impact by bringing together their resources and capacities. Joint programming should be promoted and strengthened, while being kept voluntary, flexible, inclusive, and tailored to the country context, and allow for the replacement of Union and Member States' programming documents with Union Joint programming documents. Joint programming should build on the partner countries' engagement, appropriation and ownership. The Union and its Member States should seek to support partner countries through joint implementation, whenever appropriate. Joint implementation should be inclusive and open to all Union partners who agree and can contribute to a common vision, including Member States' agencies and their development financial institutions, local authorities, the private sector, civil society and academia.

(64)

The EFSD+ should maximise additionality of funding, address market failures and suboptimal investment situations, support local public entities in scaling up and financing autonomously their investment, deliver innovative products and 'crowd-in' private sector funds. Additionality should be applied in accordance with

the objectives and principles of this Regulation and with other relevant Union policies. Involvement of the private sector including micro, small and medium-sized enterprises, in the Union's cooperation with partner countries through the EFSD+ should yield measurable and additional development impact without distorting the local market and unfairly competing with local economic actors.

(75)

In order to enhance partner countries' ownership of their development processes and the sustainability of external aid, the Union should, where relevant, favour the use of partner countries' own institutions, capacities, expertise and of partner countries' systems and procedures for all aspects of the project cycle for cooperation while ensuring the full involvement of local governments and civil society. The Union should make available information and training on how to apply for Union funding to potential beneficiaries of Union funding

Article 2

Definitions

(8)

"local authorities" encompass public institutions with legal personality, component of the State structure, below the level of central government, such as villages, municipalities, districts, counties, provinces or regions, and accountable to citizens, usually composed of a deliberative or policy-making body such as a council or assembly and an executive body such as a mayor or other executive officer, directly or indirectly elected or selected at local level;

Article 3

Objectives

§2

international commitments and objectives that the Union has agreed to, in particular the Sustainable Development Goals (SDGs), the 2030 Agenda and the Paris Agreement. This Regulation shall promote stronger partnerships with third countries, including with the European Neighbourhood based on mutual interests and ownership with a view to fostering stabilisation, good governance and building resilience.

Article 8

General principles

6.

§2

In line with the principle of inclusive partnership and transparency, where appropriate, the Commission shall ensure that relevant stakeholders of partner countries, including civil society organisations, and local authorities, are duly consulted and have timely access to relevant information allowing them to be adequately involved and play a meaningful role during the design, implementation and associated monitoring processes of programmes. Where appropriate, the Commission shall also ensure that an enhanced dialogue is pursued with the private sector.

Article 11

Scope of the thematic programmes

1. d. Global Challenges:

Strengthen the role of Local Authorities as actors of development

Article 12

General programming approach

(d) the Union shall at an early stage and throughout the programming process encourage a regular multi-stakeholder and inclusive dialogue with other donors and actors, including local authorities, representatives of civil society, foundations and the private sector, where relevant, in order to facilitate their respective contributions, as appropriate, and to ensure they play a meaningful role in programming;

Article 13

Programming principles for geographic programmes

1. Programming of geographic programmes shall be based on the following principles:

(a)

without prejudice to paragraph 5, actions shall be based, to the extent possible, on an early, continuous and inclusive dialogue between the Union, the Member States and the partner countries concerned, including national, local and regional authorities, involving civil society organisations, regional, national and local parliaments and other stakeholders, in order to enhance democratic ownership of the process and to encourage support for national and regional strategies;

Article 26

Methods of cooperation

7.

(b)

administrative and technical cooperation measures, as well as building capacity, including to share transitional or reform implementation experiences of Member States, such as decentralised cooperation through partnerships or twinning, between public institutions, including local authorities, public law bodies or private law entities entrusted with public service tasks of a Member State and those of a partner country or region, as well as cooperation measures involving public sector experts dispatched from the Member States and their regional and local authorities;

Article 42

Evaluation

1. §3

The Commission shall, to an appropriate extent, associate all relevant stakeholders, including beneficiaries, civil society actors and local authorities in the evaluation process of the Union's funding provided under this Regulation, and may, where appropriate, seek to undertake joint evaluations with the Member States and other partners with close involvement of the partner countries.

AREAS OF COOPERATION FOR THE GEOGRAPHIC PROGRAMMES

People

1. *Good governance, democracy, rule of law and human rights, including gender equality*

(b)

Strengthening the promotion, protection and fulfilment of human rights and fundamental freedoms in compliance with international human rights law, including the Universal Declaration of Human Rights; supporting and protecting human rights defenders; supporting and monitoring complaint and redress mechanisms with regard to human rights violations and abuses at national and local level; contributing to the implementation of global and regional instruments and frameworks, increasing the capacities of civil society in their implementation and monitoring;

(g)

Strengthening the development of democratic and inclusive public institutions at international, national and sub-national levels, including local authorities; strengthening the capacity for gender-responsive budgeting and planning; as well as an independent, effective, efficient and accountable judicial system, the promotion of rule of law, international justice, accountability and affordable access to justice for all;

(i)

Supporting national and local governments and administrations to create the required infrastructure to enable all civil registrations (from birth through to death) to be accurately registered, and officially recognised, and duplicated documents to be published when necessary in order to ensure that all citizens officially exist and are able to exercise their fundamental rights;

(j) Promoting inclusive, balanced and integrated territorial, rural and urban policies and development through strengthening public institutions and bodies at the national and sub-national levels, supporting capacity building of local authorities and mobilising their expertise to promote a territorial approach to local development including efficient decentralisation, fiscal decentralisation, and state restructuring processes;

(k) Increasing transparency and accountability of public institutions at the national and sub-national levels and publicly-owned enterprises and improving access for all to information on public affairs, strengthening public procurement including encouraging the development of environmental, social and economic sustainability criteria and targets and public finance management at regional, national and local level, supporting the development and deployment of eGovernance systems and strengthening service delivery

2. Eradicating poverty, fighting against inequalities and discrimination, and promoting human development

(j)

Supporting universal access to safe and sufficient drinking water sanitation, and hygiene, and sustainable and integrated water management, in particular at local level

(n)

Supporting local authorities, including through decentralised cooperation, capacity development and resource mobilisation, to improve in urban and rural areas the localisation of the sustainable development goals through the delivery and responsiveness of basic services and equitable access to food and nutrition security, accessible, decent and affordable housing and the quality of life, in particular for those living in informal settlements and slums, strengthening and promoting accessible participation and complaint mechanisms, especially for disadvantaged and excluded persons and groups

(p)

Supporting actions of capacity building, learning mobility between the Union and partner countries or between partner countries themselves, as well as of cooperation and policy dialogue with institutions, organisations, local implementing bodies and authorities, from those countries;

(v)

Promoting the dignity and resilience of long-term forcibly displaced persons and their inclusion in the economic and social life of host countries and host communities, including at local level

3. Migration, forced displacement and mobility

(k) Supporting diaspora engagement in countries of origin to contribute to sustainable development, including through the involvement of local authorities and civil society organisations, taking into account their potential for investments, supporting their solidarity and entrepreneurial initiatives;

PLANET

4. Environment and climate change

(b)

Supporting adaptation to climate change, with special emphasis on particularly vulnerable States and populations; contributing to partners' efforts to pursue their commitments on climate change, ecosystems and biodiversity conservation, including at local level, in line with the Paris Agreement on climate change and the Sendai Framework for Disaster Risk Reduction.

(d)

Promoting access to sustainable energy in developing countries; strengthening sustainable renewable energy cooperation, in full compliance with highest international standards including for the assessment of both national and transboundary safety and environmental impacts. Promoting and increasing cooperation on energy efficiency and the production and use of renewable energy sources; promoting access to reliable, secure, affordable, clean and sustainable energy services; supporting, in particular small-scale, mini-grid and off-grid solutions of high environmental and developmental value, and local and decentralized solutions that ensure energy access for people living in poverty and in remote areas;

(j)

Strengthening the involvement of local authorities and communities and indigenous peoples in climate change responses, the fight against biodiversity loss and wildlife crime, conservation of ecosystems and the conflict sensitive governance of natural resources, including through the improvement of land tenure and water resources management. Promoting sustainable urban development and resilience in urban areas; strengthening and promoting participation and access to complaint and redress mechanisms at national and local level, especially for indigenous peoples as set out in the UNDRIP;

(m)

Promoting integrated, sustainable, participatory and conflict sensitive management of water resources and transboundary water cooperation in accordance with international law, involving where relevant local authorities;

(n)

Promoting conservation and enhancement of carbon stocks through sustainable management of land use, land-use change, and forestry and combatting environmental degradation, desertification and land and forest degradation and drought, involving where relevant local authorities

(t)

Empowering women to take up a greater economic role and in decision-making, including at local level

PARTNERSHIP

7. Partnership

(g)

Engaging with local authorities and supporting their role as policy and decisionmakers to boost local development, including the business environment, and improved governance, as well as development and governance actors; promoting an enabling regulatory and institutional framework allowing local authorities to exercise their mandate, enhancing their meaningful, continuous and structured participation in domestic and international policies; and strengthening multi-stakeholders and multilevel governance approaches and new ways of partnering with local authorities

2. AREAS OF INTERVENTION FOR CIVIL SOCIETY

2. Inclusive and open dialogue with and between civil society actors

(a) Promoting inclusive multi-stakeholder dialogue fora, including interaction and coordination between citizens, civil society, local authorities, member states, partner countries, the private sector and other key development stakeholders;

3. AREAS OF INTERVENTION FOR PEACE, STABILITY AND CONFLICT PREVENTION

1. Assistance for conflict prevention, peacebuilding and crisis preparedness The Union shall provide technical and financial assistance covering support for conflict sensitive measures aimed at building and strengthening the capacity of the partners to analyse risks, prevent conflict, build peace and address pre- and post-crisis needs in close coordination with the United Nations and other international, regional and sub-regional organisations, and State, civil society and local authorities actors, in relation to their efforts mainly in the following areas, including specific attention to gender equality, ensuring the effective participation and empowerment of women and youth:

...

D. PARTNERSHIPS

1. Strengthen the role of Local Authorities as actors of development through:

(a) Increasing the institutional and operational capacity of European and partner countries' local authorities and their networks and alliances, as development actors and partners in policy-making to contribute to the formulation, implementation and monitoring of policies and agreements with a focus on the interests of local communities; to enhance their role in raising awareness about decentralisation reform, local and urban development; to ensure a substantive and continued structured policy dialogue in the field of development and to promote democratic governance, notably through the Territorial Approach to Local Development including decentralisation processes, participation and accountability;

(b) Increasing interactions with European citizens on Development Education and Awareness Raising (including knowledge sharing and engagement), notably in relation to the Sustainable Development Goals, including in the Union and associated territories as well as candidate countries and potential candidate countries.