INTERCAP ANNUAL PC(S)D POLICY PAPER

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PARTNERS

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2019 was the second year of the three-year project entitled “Developing capacities together: European CSO-university networks for global learning on migration, security and sustainable development in an interdependent world”. The aim of the project is to address the shifting public perceptions of (in) security and risk, and how they influence understanding of migration, sustainable development, roles, responsibilities and lifestyles of EU citizens in an interdependent world.

During the second year, partners focused on furthering the issue of PC(S)D at the national level. The intensity and level of ambition of activities varied depending on the national environment, which is rather conducive in a smaller number of states, but in most cases there is little political will and PC(S)D is not considered a priority. Activities of partners were aimed at raising awareness, building capacities, and creating a strong multi-stakeholder dialogue at various levels in order to bring PC(S)D to the forefront of Governments.

Introduction

2019 was the second year of the three-year project entitled **“Developing capacities together: European CSO-university networks for global learning on migration, security and sustainable development in an interdependent world”**. The aim of the project is to address the shifting public perceptions of (in) security and risk, and how they influence understanding of migration, sustainable development, roles, responsibilities and lifestyles of EU citizens in an interdependent world. The project set a number of targets and activities, one of them being the establishment of a policy coherence for development (PCD) network at the national level.

The legal basis on policy coherence for development (PCD) of members of the European Union (EU) lies in the Lisbon Treaty Article 208, which states *that “the Union shall take account of the objectives of development cooperation in the policies that it implements which are likely to affect developing countries”*. It is therefore an obligation for all the states, in which partners of InterCap function, to ensure their national policies do no harm to developing countries. However, in this second year of the project it has become apparent that only a very small minority of countries are actively pursuing PCD. The activities, envisaged in the project, aimed at furthering the understanding and implementation of PC(S)D at the country level, are thus of utmost importance. Having said that, this is not an easy task in an environment that offers little support for said activities, especially as PC(S)D is a highly political issue. Some partners in their second year of the project continued with their activities through the established PC(S)D networks, some decided to join forces with already existing structures, designed for achieving similar goals, but in some partners the environment was not conducive to the functioning of PC(S)D networks.

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Developments on PC(S)D in InterCap Partner Countries

Common Challenges

If the most important task during the first year of the project was research about the state of affairs on PC(S)D at the national level, with the aim of establishing a PC(S)D network or becoming part of an already existing one, the activities of the second year were directed at building capacities, may it be through raising awareness or strengthening structures that contribute towards PC(S)D. Numerous partners faced similar challenges compared to the first year of the project:

- Persistence of poor understanding and knowledge on PC(S)D, even by institutions and stakeholders that should or could play a relevant role in the process. In most cases, the issue is a non-topic for decision-makers.
- Lack of institutional setup that would promote PC(S)D.
- National Voluntary Reviews, through which progress against SDGs is being measured, and OECD/DAC Peer Reviews have been recognised as useful tools to address PC(S)D. Whereas the existence of these outside monitoring tools is very welcome, the focus is shifting to PCSD. While there are numerous linkages between PCD and PCSD, there is a risk that external consequences of national policies will be completely forgotten.
- Lack of funding for activities that could change the course of PCD.

National PC(S)D Networks

Five partner countries, Greece, Italy, Malta, Poland and Slovenia, saw the continuation of activities through their respective national PC(S)D networks.

In the second year of the project, **Social Action and Innovation Centre (KMOP)** devoted its attention to the analysis of the educational programmes carried out in **Greece** in order to raise awareness about sustainability and human rights among young students. Together with its associate partner, the **Regional Directorate of Primary and Secondary Education of Central Macedonia**, they adopted a grassroots approach, taking advantage of all opportunities that arise, empowering members of the educational community and civil society organisations (CSOs) working on migration, security and development, in order for them to provide feedback and ideas, and to participate in roundtables and relevant events that will increase the chance of gaining interest and support from official bodies implementing PCD.

The second part of KMOP's activities regarding the aforementioned programme is the assessment of the results of an important number of educational programs implemented with the assistance of the Regional Directorate of Primary and Secondary Education of Central Macedonia. In particular, primary and secondary education students will attend more than 100 educational programs in the region of Central Macedonia consisting of a great variety of different subjects such as, diversity, social exclusion, equal opportunities, racism, xenophobia, human rights, interculturalism, refugees, migrants, movements of populations for environmental and social reasons, as well as cultural diversity.

The aim of KMOP is to identify and engage, in the future, even more actors from Educations, CSOs and the public sector. It also aims to strengthen the understanding on the necessity of PCD in Greece, placing particular emphasis on the topics of education and migration as well as raising citizens' awareness and increasing the society's receptiveness for policies conducive to sustainable development.

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In **Italy**, one half-day face-to-face meeting took place on 18 October 2019. The title of the meeting was **"Dialogue on Policy Coherence for Sustainable Development: interests, rights and policy-making"**. It was attended by 17 persons from the Ministry of Foreign Affair and Cooperation, Ministry of Environment, Ministry of Economy and Finance and from CSOs. As Italy underwent the OECD DAC Peer Review at the beginning of 2019, the meeting was based on its recommendations and aimed at seeing what could be done in the future to improve PCD in Italy. The OECD/DAC recommended that Italy makes mechanisms foreseen for PC(S)D by the law effective, and that it improves its capacities of analysis and monitoring.

At the meeting, **CONCORD** Italy stated the necessity to define indicators for PCSD that not only measure it but that will also link the internal and external dimension of PCSD. During an open discussion additional recommendations to policy makers on PCSD ere formed. Following the discussions, the Italian PC(S)D network agreed on having another meeting in February/March 2020, during which participants will be able to analyse the OECD DAC recommendations in more depths and see which are the implications for Italy.

Overall, the Italian Network on PC(S)D has been strengthened during the second year of the project, and the participation to it increased. There is a very big interest on the topic in Italy and the debate on PCSD is present in the political debate when speaking about sustainable development and sustainability. A more homogeneous approach to the topic and less work in silos still needs to be further developed.

Two face-to-face meetings of the PC(S)D network were organised in **Malta** in 2019, whilst member regularly stayed in touch to discuss developments and foreseen actions. The first meeting, which took place on the 7 February, saw the attendance of 7 participants, all members of the National Platform SKOP's DEAR Working Group. During the meeting, the objectives of the network were reviewed and the results from the National State-of-the-Art Paper produced in December 2018 were further analysed in order to identify the main points of interest with regard to advocacy areas for PC(S)D.

The second face-to-face meeting took place on 4 of June and was joined also by representatives from the SKOP Board and its AidWatch working group. During the second meeting, participants mapped relevant action points and stakeholders, with a special attention to the Government's works on a National Sustainable Development Vision and Strategy, the latter currently being drafted. Members of the network are currently looking into drafting recommendations for said Strategy, on the basis of the contents of the already published Vision, to be presented to the relevant Ministry in charge by the end of 2019.

During the second year of the project the **Slovene** national network for PC(S)D held two face-to-face meetings. The first one took place on 20 May and was attended by eleven experts from the field of sustainable development, development cooperation, environment, migration, gender equality and global education, from the NGO, governmental and private sectors, while the second meeting took place on **23 October 2019** and was attended by nine persons. The focus of both meetings and related advocacy events with the Ministry of Foreign Affairs were aimed towards the advancement of PC(S)D at the national level. It has been recognised that while over the past 10 years, several capacity-building workshops and awareness-raising events occurred, little progress has been achieved overall. During the first meeting of the network it was confirmed that the Council for Sustainable Development, which was meant to have been established by the Government Office for Development and European Cohesion Policy in charge of PCSD, was not going to start functioning. This decision was based on the observation that already existing mechanisms, focusing on some of the thematic

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aspects of sustainable development, suffice for achieving the goal. This decision was met with regret by members of the national platform, and confirmed the lack of formal mechanisms in bringing about more progress.

In cooperation and with the support of the Platform for development cooperation and humanitarian assistance, Sloga, who is a member of the network, the following ideas about furthering PCD were shaped, which will be executed in 2020:

- ***Research-based evidence:*** 3-4 thematic cases will be analysed, focusing on the issues of tax justice, sustainable management of natural resources, optimising the use of the Climate change fund, and the nexus between scholarships, brain-drain and migration policies, which will enable tangible discussions about the effects of national policies on the development of partner countries.
- ***Workshop for civil servants:*** The PC(S)D network proposed to the Ministry of Foreign Affairs a training of civil servants on the topic of PCD, which will take place early 2020. It will be aimed at PCD and development cooperation focal points at the ministries. The workshop will raise awareness about PCD, present good practices across Europe, and discuss real examples of PC(S)D in Slovenia.. Development NGOs would be interested in seeing a follow-up to the workshop, namely the creation of an action plan for PCD, which would ensure that the workshop would not be a mere repetition of past attempts to mainstream PCD, but its realisation remains to be seen. In order to raise awareness among decision-makers, a separate address is planned for representatives of the Permanent coordination body for development cooperation, which are at the level of State secretaries.

Polish PC(S)D actors were focused on policy and advocacy work related to the Multiannual Development Cooperation Programme 2021-2030. In cooperation with the Polish platform of **CONCORD - Grupa Zagranica**, NGOs working in the field of global education and education for sustainable development strategised about the status of global education and awareness raising campaigns in relation to the mentioned programme. They conducted awareness raising activities related to PC(S)D, aimed at supporting the process, as well as debates, seminars and face to face meetings with various stakeholders to introduce the idea both in academic and non-governmental sector. These presented a very good opportunity to strengthen the understanding of PCSD In education in Poland. As resulting from the process, the following recommendations were submitted to the Ministry of Foreign Affairs:

- The demand to include the reference to the Sustainable Development Goal 4.7 in the text of the Programme, in order to broaden the existing definition of global education in Poland and show the complexity of the Goals.
- The need for developing a strategy for global education as part of the multiannual strategic plan and prioritise global education within other areas of development cooperation.
- Recognition of the key role of CSOs in programming and implementation of global education and SDGs. Emphasizing the importance of an enabling environment for CSOs. Inclusion of CSOs expertise in programming and strategising on PCSD.
- The need for promoting a holistic approach in global education inspired by the Finnish model and strategy with global education as a cross-cutting issue in development cooperation and beyond. The existing multi-stakeholder process should be broadened by inviting representatives of Ministry of Family, Work and Social Policy, Ministry of Development and Ministry of Environment.

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- CSOs should be given not only advocate roles, but should also act as watchdogs and monitor activities of the Programme and its implementation in the future.

In the case of the remaining six partner countries no national PC(S)D network was established. In part of the countries, namely **Austria, Cyprus, Germany, Lithuania and the United Kingdom**, the decision was taken to join already existing structures addressing PC(S)D in order to avoid unnecessary duplication and to create synergies between the respective network(s), their activities and the goals of the InterCap project. In the cases of **Bulgaria and Croatia**, due to the extremely low levels of interest about PC(S)D, no network has been created, and partners focused on raising awareness about the issue without the support of a formal structure.

WUS **Austria** successfully joined SDG **Watch Austria** in March 2019, the main platform and network in Austria, consisting of more than 140 civil society and non-profit organisations working in alliance with the private and academic sector, which promotes the implementation of the SDGs, including SDG 17.4 on PCSD. SDG Watch Austria and its annual SDG Forum also provide an excellent opportunity/platform to reach out to different non-state and state actors, enabling and facilitating a multi-stakeholder dialogue in the interest of policy coherence. SDG WATCH will play an important role in Austria's first voluntary national review (VNR) of the SDGs, which will take place in 2020.

Two SDG Watch meetings took place in 2019, the first one on 12 April, which was attended by **45 experts from different NGOs.** During a specialised working group dedicated to the SDGs and education, **WUS Austria** shared information on its efforts to promote global learning, through the InterCap project. Furthermore, a draft letter to the Austrian Ministry of Education was discussed jointly within the working group, which is supposed to serve as an advocacy tool, promoting the incorporation and consideration of the SDGs in ongoing processes of curriculum review. The second platform meeting took place on 15 October and was attended by 20 experts.

On 12 June WUS Austria participated in a networking event of SDG Watch Austria in Vienna, attended by 15 experts, where WUS Austria introduced the InterCap project to other members of SDG Watch Austria. On 29 November, the SDG Forum took place, and WUS Austria organised one of the four parallel workshops in the afternoon of the Forum under the umbrella of the InterCap project. It was dedicated to the implementation of SDG 4 entitled "Inclusive quality education for all". More than 200 representatives from NGOs, academia, educational institutions and Government participated in the 2019 SDG Forum; 42 professionals participated in the InterCap/WUS AT workshop on SDG 4. As part of the workshop different perspectives of different state and non-state actors from the field of education were shown, the interplay with other SDGs was highlighted and the audience invited for critical reflection. In the interests of policy coherence, opportunities for interaction between different actors in the field of education were explored in light of the national implementation of the 2030 Agenda.

The government of the Republic of **Cyprus** has been continuously falling behind on responding to their EU obligations and legal commitments of the Treaty of Maastricht and the Treaty of Lisbon regarding PCD. The lack of adequate information and updated data has made it extremely difficult for any competent authority to make recommendations for the improvement of the government's performance on the matter. An interesting development, which could pose a testing field for the alignment of national policies with PCD is the current process of designing the National Action Plan on the Integration of Migrants (2020 – 2022). Embedding PCD principles in the design of the action plan will ensure that integration policies will have a positive contribution

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to the implementation of the SDGs, while safeguarding that no negative impact will be caused to developing countries.

It is recommended that the Republic of Cyprus build a PCD system, based on a comprehensive framework, with clear political and legal intentions and designated political leader(s). This framework should include mechanisms, which would align PCD across institutions and policy sectors, procedures for consultation with all interested groups and communication and cooperation systems. Comprehensive knowledge systems, including impact assessments should feed into decision-making processes. And accountability should be ensured through regular reporting and peer-reviews. Furthermore, the design of the National Action Plan on the integration of migrants should be designed along the principles of PCD. The current initiative for the establishment of a National Network on PCD can act as an incubator for the formation of an enhanced network which will involve stakeholders from relevant public authorities, academics, experts from NGOs and international organisations. Civil society organisations are urged to include the promotion of PCD within their priorities in order to strengthen the work of the national PCD network and support the governmental efforts in mainstreaming PCD within their policy design.

Germany has an advanced system of instruments and measures to strengthen PCD at the national level, including a number of networks and platforms for co-ordination of policies at regional and national levels. The OECD/DAC Peer Review in 2015 highly assessed the country's efforts to integrate PCD in policymaking, as well as the abundance of topics being discussed within the networks and the active involvement of civil society and private sector in the dialogue. This broad landscape of activities challenges the establishment of yet another similar structure, therefore WUS Germany made a decision to build synergies with two already existing networks:

- Federal Government-Länder Committee on Development (*Bund-Länder-Ausschuss Entwicklungszusammenarbeit*), working group on Information and Education (*AG Information- und Bildung*), and
- Network and annual conference of the coordinators of EWIK (*Koordinationstreffen der Eine Welt Internet Konferenz*).

The 2019 face-to-face meeting of the **Federal Government-Länder Committee on Development**, working group on Information and Education took place on 13 September 2019 and was attended by 34 actors, including governmental officials/policymakers, representatives of CSOs and academics. The meeting focused on youth participation in decision-making, reports from the Federal Government on activities related to the workings on developmental politics, global learning and policy coherence efforts between the two, reports from the Federal States on their activities in global learning within the past year, and reports from the NGO sector. In the latter section, WUS Germany presented the InterCap project. The thematic focus was put beyond presenting the digital platform and activities on the establishment and support of PC(S)D networks in Europe, especially in InterCap partner countries, where PC(S)D efforts have been rather scarce lately. InterCap reports **"Audit Report on migration, sustainability and development education" and the First Annual PC(S)D Paper** were also presented. The next meeting of the network is scheduled for September 2020. One of the possible thematic topics of the next meeting could be migration.

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In March, 2019 the formal network for Policy Coherence for Development "SDG Forum" was established in **Lithuania.** The forum focuses on incorporating SDG in policy agenda by encouraging cooperation between the Government and experts on various SDG topics and related issues. The network successfully cooperates with **the Ministry of the Environment of the Republic of Lithuania**, which is actively involved in incorporating SDG goals into national documents and policies. During this year the process of formalization of SDG Forum was implemented and some meetings between the group of experts held. To ensure maximum efficiency and results, InterCap activities and the concept of the PC(S)D network became incorporated in this larger initiative, the SDG Forum.

The most important task being implemented at the moment in cooperation between the group of experts, Ministry of the environment and the Government of Lithuania is the formation of a National Progress Programme for Lithuania. The first meeting of the group of experts took place In November 2019, which was followed by consultations with various experts, which are still ongoing. The development of this initiative can be considered as highly successful. The presentation of InterCap activities will be incorporated during the meetings of SDG forum in 2020.

The **United Kingdom** continues to face challenging times in relation to Education for Sustainable Development (ESD) and PCSD[1]. The four regions (England, Northern Ireland, Scotland and Wales) develop their own policies; in particular, the education curriculum and budget priorities. Brexit negotiation has diverted both government and media attention from the global learning and ESD agenda. However, there is a great deal of interest in and concern for global issues among CSOs in the UK, and the challenge is to support and not duplicate the activity of networks whose goals promote PCSD. While in year one of InterCap, a group of CSOs, local government councillors, individuals, learners and academics came together through the organisation TEESnet[2], at the start of year two it quickly became apparent that there was a danger that such a group might duplicate the work of other CSO networks.

Progress has been made on the SDGs. Government Departments appear more engaged with the content of the SDGs than in 2017-2018 through their departmental plans and monitoring activity. Each SDG now has a Government Department or Agency fully responsible for it.[3] In the field of ESD, two networks have emerged in the UK as a consequence of the demise of a key global learning organisation, Think Global, in December 2018. An informal organisation, the Global Learning Network (GLN), was established at University College London, through their Development Education Research Centre. An advocacy subgroup in the works will focus on global learning and ESD. Both these networks/groups are cross-sector and seek to represent global learning and ESD at policy level, and advocate on its behalf.

It was felt that year two of the project should be a year of reflection, research and networking, recognising that there is already a great deal happening linked to global learning and ESD in the UK, and to identify what would be the best way ahead to support PCSD, global learning and ESD in year three. The activities of Liverpool World Centre in 2019 could be summarised as follows:

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[1] SDG 17.14: 'enhance policy coherence for sustainable development'; SDG 17.17: 'Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships'.

[2] http://teesnet.liverpoolworldcentre.org/

[3] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/788350/VNR-Emerging-Findings-Further-Engagement3.pdf (page 7)

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- Participation at two meetings of the Global Advocacy Group of the Global Learning Network in February 2019, which was attended by 13 participants, and in July 2019, attended by 26 experts. The focus of the meetings was on the advocacy strategy for global learning and its advocacy.
- Participation at the meeting of Our Shared World in October 2019, attended by 47 participants, who focused on developing a strategy for advocacy about ESD.
- Participation at a gathering of the National development cooperation platform Bond, which was attended by 80 participants that discussed the complexities and opportunities to work together on the SDGs, including the important role of PCSD therein.

Whereas in the above countries, a national PC(S)D network was not established in order to avoid duplication and ensure maximum efficiency, in Bulgaria and Croatia the circumstances are not ripe to ensure a successfully functioning PC(S)D network. **Bulgaria** has not yet recognized PCD as an important principle. No references to PCD are made in public statements, let alone in policy or legal acts, or through a PCD strategy. PCD coordination mechanisms are considered not transparent enough to allow external stakeholders to both provide input or monitor and assess their effectiveness properly. Even when external stakeholders such as CSO representatives can participate, this does not mean that these mechanisms are fully transparent. Even some CSOs have made efforts in disseminating information on PCD but still face a widespread lack of understanding of development cooperation and a generally inward-looking policy making.

Following the lack of coordination mechanisms as well as low awareness on PCD in the national administration, EURO-training decided to concentrate their efforts to deepen knowledge, raise awareness on PCD and the SDGs. Two face-to-face meetings/training activities were executed with various participants – pre service teachers, in service teachers, directors of the schools, local authorities, CSO representatives, university academic staff and citizens. Overall more than 30 people participated in these two meetings. Besides presenting InterCap project activities, the aim of the meetings was to exchange knowledge and views on PCD as well as its promotion at the regional level, in addition to deepen knowledge in the field and raise awareness on sustainable development and SDGs. There is a very high need for the creation of a multi-stakeholder and multi-sectorial National Strategy on PCD, as well as the identification of adequate resources for the implementation of such a Strategy in Bulgaria.

In **Croatia**, **UNIST** did not establish a PC(S)D network due to lack of interest of stakeholders, so the decisions was made to attend relevant events taking place in the country in order to further the understanding of PC(S)D. One such event was the **European Sustainable Development Week** that was held from 30th May to 5th June with 29 events all over Croatia. Most events were focused on ecological issues like climate changes, clean water, sustainable energy, rural social innovation hubs and issues of health and wellbeing. The second Annual International Conference on PCD in Education was held in Split on 26th October in collaboration with Institute for Migration and Ethnic Studies in Croatia. 80 participants had the opportunity to learn about PCD, another important topic discussed was the inclusion and integration of migrant children in schools and especially language obstacles that are very often and make inclusion much more difficult. The rest of the Conference programme was focused on topics such as anti-immigrant parties, impact of globalisation of migration on European societies, the question and perception of security and globalization of migration which were and are very interesting to discuss.

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2020 will be an important year for PC(S)D and Croatia, as the country is taking over the EU Presidency during the first half of the year. UNIST will thus be able to use this opportunity to include InterCap activities into the Presidency agenda.

Conclusion

In most partner countries the second year of the InterCap project proved that PC(S)D is a truly complex issue that needs high level of political support if it is to be successfully integrated into national policies. The existence of external mechanisms that put pressure on Governments, such as OECD/DAC Peer Reviews or Voluntary National Reviews as part of the Agenda 2030 process, have proven to be useful tools in many countries. But at the same time, especially through the latter process, the focus has shifted from PCD to PCSD. Whereas the two should be complementary, the influence of national policies on developing countries can be difficult to measure, and can also be secondary to national interests, which provide a good basis to continue ignoring the external influences of national policies under the PCSD umbrella.

In five partner countries, year two saw the continuation of InterCap activities through a newly established PC(S)D network, in four partner countries synergies were found with already existing networks, whereas in the remaining two countries, the focus was on awareness raising of PC(S)D issues in a space with practically no attention devoted to PC(S)D. The cases of Germany and Austria are very relevant in understanding the complexity of PC(S)D. In Germany, there is a strong top-down approach, supported and monitored by a strong civil society movement, which shows the importance of political support when advancing PC(S)D. In Austria, the leading CSO network consists of 140 organisations, which work in close alliance with the private and academic sector, pointing to the need of creating a broad cross-sectorial alliance that serves as both the watch dog, but also as a pool of experts.

Partners have reached the following conclusions in year 2 of the project:

- PC(S)D is a political issue that needs strong political will to ensure progress.
- Networks are most successful when members not only share a joint vision, but when joint activities are focusing on the achievement of clearly defined joint outputs.
- External monitoring tools can be a useful point of pressure for Governments to improve their performance, but it is important to ensure that attention is paid both to PCD and PCSD.
- Coherent policies require a strong multi-stakeholder dialogue at various levels: this includes relevant governmental actors, being ultimately responsible to provide relevant policy frameworks as well as different non-governmental actors, contributing their expertise and feedback based on existing needs in a given context. Multiple perspectives (including from different disciplines) can be of great added-value.
- Adequate resources for implementation of PC(S)D are crucial, may it be at the state level or at the level of CSOs.

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