

Overseas Development Policy

An Overseas Development Policy
and
a Framework for Humanitarian Assistance
for Malta

“We will spare no effort to free our fellow men, women, and children from the abject and dehumanizing conditions of extreme poverty, to which more than a billion of them are currently subjected.”

United Nations Millennium Declaration – September 2000

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ANNEX A THE MILLENIUM DEVELOPMENT GOALS

1. INTRODUCTION

1.1 This Malta Overseas Development Policy document is formulated in furtherance of Strategic Objective 18 of Malta's Foreign Policy¹ which states that the Ministry of Foreign Affairs will "Elaborate and action a Policy and Work Programme of humanitarian and development assistance, based on the value of solidarity." In that document, we undertook to formulate a Development Policy and Framework for Humanitarian Assistance building on the Maltese people's long-standing experience of assistance for missionary work, poverty-alleviation, and response to the suffering caused by natural disasters.

1.2 The basis of this policy is the notion of 'combating poverty through development' and ties in with the United Nations Millennium Development Goals and the activity of the European Union as the world's largest contributor to development aid, while targeting specific action areas for Malta.

1.3 In line with our Strategic Objective 18, we undertake to provide support to local Non-Governmental Organisations dedicated to development and to humanitarian assistance, and, where appropriate, seeking collaboration also with international Non-Governmental Organisations.

1.4 Furthermore, particularly in the context of the European Consensus on Development adopted in 2005, Malta will continue to support its partners in the international community in strengthening the commitments towards increased and more effective development assistance in the coming years. This Development Policy rests within the cradle of this European Consensus on Development, its common objectives and underlying principles and the European Union's common vision on development, setting poverty eradication as 'the primary and overarching objective of EU development cooperation'.

1.5 This Policy also reflects other Strategic Objectives² of Malta's Foreign Policy providing a particular focus on geographical coverage, such as the Mediterranean and the Middle East, Small States, the Commonwealth, and the countries of origin of mass migration; and on thematic issues, such as good governance including democratisation, human rights and the rule of law, ICT for development, a social security safety-net, climate change, fair trade, ageing and children.

1.6 This focused conceptual geographical and thematic matrix – albeit dynamic and flexible – will serve to guide Malta's focus and development policy positions taken in a bilateral and multilateral context, and in the prioritisation and execution of the main thrusts of our action to implement this Policy document.

¹ Refer to Annex A

² Especially Strategic Objectives 4,7,8,13,14,15,17 and 19

2. THE NEED FOR AN OVERSEAS DEVELOPMENT POLICY AND FOR A FRAMEWORK FOR HUMANITARIAN ASSISTANCE

2.1 In this light, the need for an overseas development policy and for a framework for humanitarian assistance derives from the values which underlie Malta's Foreign Policy. These values include solidarity, respect for human life and for the dignity and freedom of every human being. In furtherance of these values, all development must be sustainable development, taking place in full respect for the cultural and natural heritage and environment. All references to development in this policy document are references to sustainable development – a precondition for true progress and long-lasting betterment of the standard of living and quality of life of humankind.

2.2 Furthermore, we view development as a fundamental catalyst in ensuring that globalisation is a force for good, narrowing the wealth gap and ensuring that the human being and human dignity remains at the centre of economic and political action.

2.3 This is why poverty eradication, and the achievement of all the Millennium Development Goals (MDGs), are to be priorities of our times, to be addressed in a multidimensional way, both through the conduct of political and economic decision-making as well as through social and environmental factors related to different facets such as geography, climate, culture and gender.

2.4 Malta's membership of the European Union included a paradigm shift with regard to overseas development aid and cooperation. While it had already carried out some development action in the past, Malta was, prior to membership of the European Union, for a long time largely viewed as a recipient state. European Union membership has caused a sea-change in this regard. While still a recipient state within the context of the cohesion funds within the European Union family, Malta is concurrently now emerging as a donor state in the context of overseas development. While adhering to the principles of the European Consensus on Development, it is appropriate that Malta sets out its own agenda in this area by establishing its own development policy and framework of humanitarian assistance reflecting its own focus and priorities.

2.5 The need for a policy on development does not only arise from a moral imperative. A decisive contribution to the eradication of poverty does not only create a more equitable world: it is also a major contribution towards a more peaceful and secure world. In Malta's context, perhaps nothing has, in recent times, brought home the consequences of poverty and underdevelopment than the burden which Malta carries as a result of the phenomenon of mass migration.

2.6 The need for an effective development policy does not only arise from poverty and underdevelopment – and their causes and effects – but also from other factors such as conflict and war-zones, lack of good governance, and human insecurity³. In this regard it is important to note, at the outset, that development aid and cooperation is, in itself, insufficient to provide a solution. A development policy therefore needs to

³ The concept of human security equates security with people rather than territories, with development rather than arms and is applicable both nationally and globally.

encompass a holistic view of the development process stretching from, for example, good governance to a fair regulation of international trade, or, from the provision of a social security net for the poor to ensuring sustainability by combating environmental degradation. Furthermore development policy must be guided by such principles as: partnership and full ownership of the process by both donor and recipient, whether in a bilateral or in a multilateral context; coherence between development and other policies including trade policies; sustainability of programmes and initiatives; regulation, transparency and administrative practice that provide an essential framework for foreign direct investment.

2.7 In this regard, the United Nations Millennium Summit in September 2000, as reaffirmed at the Millennium Summit review in September 2005, provided guidance for the goals to be achieved, and for the financial commitments needed to achieve them. Heads of State and Government committed themselves to the target of halving the proportion of the world population in extreme poverty by 2015 by reaching an Official Development Assistance (ODA) percentage level of 0.7% of their Gross National Income (GNI).

2.12 In line with this, to achieve the Millennium Development Goals (MDGs), the EU agreed to a new collective target of 0.56 % ODA/GNI by 2010 that would result in an additional annual EUR 20 billion ODA in 2010 and 0.7% ODA/GNI by 2015⁴. As a Member State which joined the EU after 2002, Malta has undertaken to strive to reach a level of 0.17% ODA/GNI by 2010 within its respective budget allocation processes and endeavour to increase its ODA/GNI ratio to 0.33% by 2015.

2.13 Malta is committed to this objective. In 2002, Malta had an ODA expenditure of 0.12% of GNI that rose to 0.18% in the years 2003 and 2004. However Malta's ODA expenditure was of 0.15% of GNI in 2005. In line with EU commitments, Malta will strive to sustain its ODA efforts at or above this level.

2.14 This policy document sets out the principles on the basis of which Malta's development assistance is implemented.

⁴ The European Council Conclusions of June 2005.

3. AREAS OF FOCUS

3.1 As in the setting out of the Strategic Objective of Malta's Foreign Policy, this document, in elaborating Strategic Objective 18, also provides the areas of focus of our Development Policy. Necessarily these areas of focus must not be seen as definitive and must remain dynamic and adjustable in accordance with changing circumstances and challenges.

3.2 The underlying objective of these areas of focus is Goal 1 of the Millennium Development Goals that is the Eradication of Extreme Poverty and Hunger. Extreme poverty remains a daily reality for more than 1 billion people who subsist on less than \$1 a day.⁵ Sub-Saharan Africa has the highest poverty rate in the world⁶ and the situation of chronic food insecurity remains true today, while more than a quarter of children under age 5 in developing countries are malnourished.⁷ These are the shameful realities of the 21st century that we all need to address together.

3.3 The ten areas of focus⁸ in this first Development Policy document for Malta are:

- **Information and Communications Technologies**
- **Democratization and Good Governance**
- **Migration and Asylum**
- **Education, Training and Human Capacity Development**
- **Health and HIV/AIDS**
- **Gender Equality**
- **Children**
- **Climate Change**
- **Trade and Investment**
- **Water**

⁵ Report to the UN Secretary General. Investing in Development – A practical plan to achieve the Millennium Development Goals. 2005

⁶ United Nations. 2005. The Millennium Development Goals Report.

⁷ Report to the UN Secretary General. Investing in Development – A practical plan to achieve the Millennium Development Goals. 2005 In Sub-Saharan Africa, the number of underweight children increased from 29 million to 37 million between 1990 and 2003.

⁸ The listing is not in an order of importance or priority

3.4 Information and Communications Technologies

3.4.1 Information and Communications Technology (ICTs) act as a catalyst for economic and social change serving as a platform for the launching of economic development, including the attraction of foreign direct investment, for educational and social processes, for giving greater access to citizens, and, in general, for networking every sector and geographical area of a country and society, overcoming issues of geographic or economic peripherality. ICTs have the potential for global outreach and can be an important tool to instigate and encourage good governance and the spread of democratisation processes, including the furtherance of civil society.

3.4.2 Access to ICTs is, however, unevenly distributed between the developed and developing countries as well as between and within societies. Hence the need to address the digital divide perhaps even at a pace which is faster than that of the speed of technological change. The digital divide can translate into a knowledge divide which reinforces, and even exacerbates, existing inequality and poverty patterns.

3.4.3 Malta has chosen this focus because it has a special expertise in the area which has been an integral and important part of its own development process. Malta is also a source of special ICT skills such as the formulation of ICT Strategies and their implementation on a nationwide basis, including computer literacy and e-government.

3.4.4 Malta has been active in this field, particularly, within the framework of the Commonwealth. COMNET-IT, a foundation set up in Malta, substantially funded by the Government of Malta, offers special assistance to Commonwealth developing countries to take advantage of the ICT sector in the course of their development process. For many years, Malta has also been providing ICT training as part of its contribution to the Commonwealth Third Country Programmes.⁹ The theme for the Malta CHOGM¹⁰ in 2005 “Networking the Commonwealth for Development” also included a focus on this aspect of ICT for Development, resulting, inter alia, in a CHOGM mandate for the development of the Commonwealth Action Programme on the Digital Divide (CAPDD).

3.4.5 Malta’s tangible commitment to ICT for development was further demonstrated when the Commonwealth Secretary General nominated its Minister of Foreign Affairs to chair the Steering Committee of the Commonwealth Action Programme on the Digital Divide, subsequently rebranded as “Commonwealth Connects”. Malta’s leadership in this programme has been recognised throughout the Commonwealth and has served to launch this programme with practical results with the adoption of projects and the creation of a network of Commonwealth Connects Contact Points in various countries of the Commonwealth. While having a small fund, to which Malta has constantly contributed, Commonwealth Connects is a programme which, at its core, seeks to establish sharing of ICT technologies within the Commonwealth as a means of expressing Commonwealth solidarity.

⁹ One example is the training programme on ICT and Diplomacy carried out by DiploFoundation.

¹⁰ Commonwealth Head of Government Meeting

3.4.6 We will continue to develop this special area of expertise as an area of focus of Malta's development policy by carrying on with action on the ground both in a multilateral context, such as the Commonwealth, and in bilateral assistance.¹¹

¹¹ Such as in the provision of new computers to the University of Bethlehem in Palestine.

3.5 Democratisation and Good Governance

3.5.1 Democratization and good governance are intrinsically linked to development. Good governance is an important dimension of democracy. The rule of law, including the respect of the rule of international law, respect for human rights and fundamental freedoms provide the basic parameters for the peace and stability so vitally necessary for development. Democratization is the best means through which individuals can contribute, influence and actively participate in shaping their future and that of their societies.

3.5.2. Governments carry a responsibility to ensure that these basic parameters exist. Weak governance, corruption and maladministration have devastating effects on economies and societies particularly in relation to extreme poverty and hunger. Respect for democratic principles and good governance are prerequisites for attracting investment and for sustainable pro-poor economic growth.¹²

3.5.3 The path to democratization can be a long and difficult process, particularly in war-torn countries or in post-conflict situations. Even in countries which do not have these difficult situations, democracy and good governance is a process which is ongoing and may require international support.

3.5.4 Malta will continue to support actions which consolidate the respect for democracy and good governance. In this regard, election observation provides necessary and important elements to democracy building and is valuable in terms of development of democratic processes and international recognition of free and fair elections and legitimate governance. Malta has been actively involved in Commonwealth, EU, Council of Europe and OSCE Election Observation Missions providing Maltese election experts and observers for elections in various parts of the world ranging from the Middle East to Africa and elsewhere.

3.5.5 In its contribution to development, Malta will concentrate its actions on assistance in the preparation of elections and in election-monitoring within a multilateral context and will additionally also seek to agree bilaterally to create joint election monitoring missions where appropriate. Malta is committed to develop a niche of excellence in this sector and will therefore continue to provide new training and experience opportunities to Maltese citizens who are ready to offer their services in this sector, with the objective of making election-assistance and election-monitoring as a major element of Malta's development profile internationally.

3.5.6 Malta is committed to continuing to give its contribution to democratisation and good governance as also shown, in the last years, by its participation and its Chairmanship of the Commonwealth Ministerial Action Group on the Harare Declaration which monitors and promotes democracy and respect for human rights and the rule of law in the Commonwealth member countries. This commitment is exemplified by the CMAG functions carried out by its Minister of Foreign Affairs in Pakistan and in Fiji.

¹²WORLD BANK. (2004) *World Development Report 2005: A Better Investment Climate for Everyone*, Oxford University Press. Retrieved from the World Wide Web: http://siteresources.worldbank.org/INTWDR2005/Resources/complete_report.pdf

3.5.7 Malta's development policy attaches importance to these values of democratisation and good governance, in all their dimensions, and will help promote them including through active engagement in international organisations.

3.6 Migration and Asylum

3.6.1 The phenomenon of migration not new, but it is on the increase and has been radically changed over time through globalisation. It can have multiple causes including economic indigence, lack of personal development opportunities, environmental degradation, high unemployment, lack of good governance and conflict. As a consequence, in certain parts of the world, movement of persons across frontiers seeking asylum, and safe haven, or seeking a better life has become an every-day reality.

3.6.2 Migration is an important and complex issue in the context of development. It presents both challenges and opportunities to both developed and developing countries. It is recognised that well-managed legal migration can be a positive phenomenon when it satisfies the aspirations of the migrants and their families, contributes to counteract the negative population growth and/or economic expansion needs in host societies which have such needs. On the other hand, whilst highly skilled, well educated and professional migration provides an input to the developed economies many times it consists of a brain drain to developing countries and therefore undermines their development, although remittances from migrants are an important source of income for some countries.

3.6.3 In fact remittances generated by migrant populations in host countries are also seen as an important element in development, providing, an essential injection of capital into the developing economies¹³ to complement the flow of aid and Foreign Direct Investment (FDI). In this regard, it is important to exploit the potential benefits of the link between well-managed legal migration and development.

3.6.4 The benefits of legal migration are undermined by the dangerous phenomenon of illegal or irregular migration which is often controlled by criminal gangs and has resulted in many lives lost on land and at sea, notwithstanding all efforts at search and rescue.

3.6.5 The Mediterranean region, and Malta in particular, has experienced in a tangible manner, the phenomenon of clandestine migration. As a country with a small territory and – at 1200 persons per square kilometre - one of the most densely populated countries in the world, Malta is disproportionately hit by this phenomenon through arrivals of illegal immigrants by boat.

3.6.6 Malta remains committed to a humanitarian approach to the issues of migration and asylum and, notwithstanding pressures on its capacity, continues to honour its international obligations in search and rescue and in providing assistance to all asylum seekers and legal protection to refugees and persons holding humanitarian status.

3.6.7 Equally Malta continues to call for control of this phenomenon by collaboration between the countries of origin, transit and destination and its positions internationally, and within the European Union, have been instrumental in greater consciousness about this problem and in the beginnings of greater international collaboration. It also calls for solidarity by the European Union and its member states,

¹³ World Bank. 2006. Global Economic Prospects – Economic Implications of Remittances and Migration.

and by the international community in responsibility-sharing in addressing this phenomenon, including by the acceptance of resettlement of refugees and persons holding humanitarian status in accordance with international law.

3.6.8 Notwithstanding these various aspects of this phenomenon, Malta continues to emphasise that development policies and programmes are the only way to lastingly address the root-causes of migration. In this regard, it continues to make its contribution, including financial contributions, within the context of the European Union and the European Development Fund while developing its own new programmes bilaterally. In this context, Malta continues to pursue a policy whereby the European Union should provide development incentives for countries which adhere to good governance and respect for the rule of international law, respecting their international obligations including those undertaken, with regard to illegal immigration, under the Cotonou agreement. This conforms with established practice of the European Union to condition development assistance to good governance and respect for human rights and the rule of law.

3.6.9 In its geographical focus, Malta will concentrate on specific areas which include the countries of origin of migration without excluding development programmes addressed at other countries, particularly in Africa. This aspect is considered under another section of the development policy document.

3.7 Education, Training and Human Capacity Development

3.7.1 Education and Training have an overarching relevance to human capacity building and, therefore, precondition various aspects of development.

3.7.2 Considering that over a hundred million children world wide do not have access to education, investment in education, particularly primary education and equality of access and opportunities for boys and girls, are vital aspects for long-term positive economic growth and social development.

3.7.3 Education, both formal and informal, provides an important foundation for economic growth, personal development, social inclusion as well as the promotion of democratic societies and good governance.

3.7.4 Adult education and addressing adult illiteracy have a fundamental role to play and the fight against poverty and has positive effects in the progress in related areas of social economic growth.

3.7.5 Malta will continue to give its contribution to educational formation and training with its programmes of assistance in various fields, including scholarships for University education, such as those provided to students following courses on democratisation and human rights, and various Commonwealth Third Country programmes.

3.7.6 It will additionally seek to develop other aspects of development action with regard to schools particularly at the primary and secondary level, building on Malta's capacities in this field and its long-established educational tradition.

3.8 Health and HIV/AIDS

3.8.1 The issues of Health and HIV/AIDS are indisputably important aspects of long term development. It is unacceptable that in this modern day and age more than 12 million children die before they reach the age of 5 and 500,000 women die in complications of pregnancy and child birth. Life expectancy in developing countries as a whole stands at an average of 64.4 years - however, in the Least Developed Countries, and in sub-Saharan Africa in particular, the average drops to 50.4 and 46.5 years respectively.

3.8.2 Preventable diseases and premature deaths are caused by inadequate, non-existent or fee-based public health services inaccessible to the poor, lack of immunization, malnutrition as well as vulnerability to HIV/AIDS.

3.8.3 Through this development policy Malta will support action that is geared to improve access basic health care in developing countries as well as action dealing with the control of HIV/AIDS as well as immunization against curable diseases such as polio, malaria and tuberculosis.

3.8.4 Malta's development assistance in the field of health also includes Sexual and Reproductive Health care and services, in accordance with the Programme of Action of the Cairo ICPD, which is an important factor in achieving the Millennium Development Goals. Malta also perceives the need to address the direct link between sexual and reproductive health and rights and the fight against HIV/AIDS and other sexually transmitted infections.

3.8.5 In line with this, Malta's development assistance shall support actions aimed at promoting and improving sexual and reproductive health and services, particularly those aimed at preventive action and safe motherhood. To this end, it considers universal access to education and information on the relevant aspects of sexual and reproductive health and rights to be an essential pre-requisite.

3.8.6 Concurrently Malta notes that one of the many dimensions of what can be broadly termed as sexual and reproductive health, rights, services and commodities relates to abortion. Termination of pregnancy through procedures of induced abortion is illegal in Malta. In this spirit it reaffirms that its action will adhere to the understanding reached in the ICPD programme of action stating that "*Any measures or changes related to abortion within the health system can only be determined at the national or local level according to the national legislative process.*"

3.8.7 Consequently Malta maintains that any recommendation on sexual and reproductive health and rights, commodities or services related to development assistance, should not in any way create an obligation on any party to consider abortion as a legitimate form of reproductive health or rights, commodities or services. Furthermore in accordance with the ICPD programme of action, Malta also maintains that "*In no case should abortion be promoted as a method of family planning.*" In adherence with this, Maltese development assistance will be directed at Sexual and Reproductive Health activities which are in line with these principles. At EU level and at international conferences, Malta will continue to adhere to these principles.

3.8.8. In addition to the tragic humanitarian aspects of lack of provision of health services and the spread of HIV/AIDS, there is also the issue that health issues and diseases such as HIV/AIDS are causing extreme issues of lack of human capacity in societies, including the phenomenon where elderly grandfathers and grandmothers are carrying the burden of child-rearing in view of the death of parents from HIV/AIDS. It is estimated that over 1 million children in sub-Saharan Africa have lost their teachers to AIDS. Education and reduction in gender inequalities is an indispensable tool for combating the spread of HIV/AIDS in all age groups affected by the pandemic disease.

3.8.9 Malta supports policies and programmes which address this issue in line with the principles indicated above.

3.9 Gender Equality

3.9.1 Gender equality is central to the issue of development and is essential to effective poverty reduction. Women account for two thirds of the world's poor. Furthermore gender equality is a cross cutting issue that has deep impact on the achievement of all the Millennium Development Goals, hence gender mainstreaming will guide Malta's development assistance and cooperation activities, meaning that gender consideration will feature in a cross cutting manner in all areas of assistance carried out by Malta in the framework of this development policy.

3.9.2 Achievement of gender equality is not an issue for women only, but requires the involvement of men and boys in order to foster a culture that allows both men and women to equally fulfil their economic and social potential. Women's involvement and contribution is central to the development of society as a whole and for sustainable development.

3.9.3 In developing countries, rural women are responsible for 60-80 % of food production, but due to legal and social barriers, many women have limited control over land and other necessary assets and resources. Such barriers that exclude women from fully releasing their potential can hinder the full development of various sectors and development as a whole.

3.9.4 Malta's development policy also attaches importance to efforts and programmes that combat gender based violence which include sexual violence, sex trafficking, female genital mutilation and forced prostitution.

3.10 Children

3.10.1 Children are the most innocent and vulnerable group in any society and they represent a country's future. This is why they are of particular importance to the issue of long term sustainable development. Children are dependent on adults and society as a whole and hence their interest should not only be treated under general efforts to promote human rights, but their rights, protection and development should also be recognised as a self-standing set of concerns. In this regard, the recognition of and respect for the principles of the UN Convention on the Rights of the Child need to be reaffirmed.

3.10.2 In line with this, and with the EC's Development Policy 'The European Consensus', there will be a horizontal and cross-cutting attention on children and the effects on children in all the areas of focus within this development policy.

3.10.3 Extreme poverty has devastating effects on a child's life and future and leads to exposure to dangerous and life threatening factors. In recent conflicts the world has witnessed the shame and the reality of child-soldiers and the unbearable damage caused to their childhood, its meaning and aspirations.

3.10.4 Through this development policy¹⁴, Malta will seek to actively support and assist efforts that improve the livelihood of children in order that they can develop to the fullest and to protect them from harmful influences, abuse and exploitation. Achieving development goals through investment in children is important in terms of long term sustainable growth and development.

3.10.4 Through its development policy Malta will continue to support international actions and policies that respect the rights of the unborn child and will foster the best interests of children. In this context, Malta will seek engagement in the activities of UNICEF and other international bodies and initiatives dedicated to the welfare of children.

¹⁴ In this subject-matter, the development policy executes and supplements one of the Strategic Objectives of Malta's Foreign Policy which indicates Children as an area of focus.

3.11 Climate Change

3.11.1 Climate Change was raised in 1988 by Malta in the United Nations when it initiated a resolution, which was adopted by the United Nations General Assembly, calling for the nations of the world to pay due attention to the Climate as a common heritage, a common concern of mankind.

3.11.2 Climate Change is now a global issue and represents a major challenge of the 21st century. We know we are all making it happen, in different measure – and it is happening faster than we once thought. Its impacts are widespread, varied and, if global warming goes beyond 2°C, overwhelmingly negative. This is not a reason for panic. It is a call for urgent and firm action to reverse current trends, so that the challenge may remain a manageable challenge.

3.11.3 The effects of climate change on the more vulnerable countries, including small island states, particularly those which are low-lying, make this an important development issue as countries strive to cope with its impact. Climate change particularly affects developing countries especially LDCs. Poverty and loss of livelihood in developing countries are very closely linked since many people in these countries depend directly on natural resources for food, fuel and income. Environmental degradation therefore directly hampers long term economic and social growth and potential contributing to lack of development and extreme poverty. Many LDCs, particularly in Africa, are seriously threatened by the negative impacts of climate change because of the magnitude of the damage climate change can cause to their economic structure which is heavily dependent on natural resources.

3.11.4 Responsible leaders in all countries owe it to their citizens to integrate the impacts of climate change into their visions of national security and economic welfare. Their first concerns must be to assess vulnerability in their specific national contexts, promote resilience in response to climatic stresses and prepare for adaptation when needed.

3.11.5 Malta supports policies and programmes which provide for an ongoing process of exchange experiences and lessons learned, and for countries and communities to work together to strengthen each other's capacities for carrying out these tasks.

3.11.5 Furthermore Malta supports policies and programmes which address climate change and seek sustainable development. In this context, Malta also considers that the legitimate framework of accountability, reflecting the common interest of mankind in overcoming the climatic challenge, can be found in the United Nations Convention (UNFCCC), overwhelmingly endorsed as the forum for multilateral negotiation by the "Climate Change Summit" recently convened by the Secretary-General of the United Nations.

3.11.6 Malta believes that Climate Change is an issue which can also be addressed in the multilateral context of the Commonwealth which, on the mitigation front, is a representative sample of the global community. It includes some of the world's biggest emitters – in aggregate or per capita - and some of the smallest; there are countries that have ample, even surplus, energy resources and others that are completely dependent on energy imports; countries with opportunities to reduce

emissions from deforestation; countries that can drive technological innovation and financial cooperation.

3.11.7 Climate change cannot be divorced from the fight against poverty, especially rural poverty. The need to limit global emissions cannot divert us from the mission of giving the world's rural poor access to energy and in particular to electricity. To be sure, Malta will support policies and programmes which push for ways of producing electricity with less climatic impact and therefore to dedicate more global resources to providing efficient energy production beyond the use of fossil fuels.

3.12 Trade and Investment

3.12.1 Trade is an important tool which can be used towards generating the necessary resources for self-sustained development, leading to the eradication of extreme poverty.

3.12.2 Malta supports the integration of developing countries into the world economy which should be governed by fair, legitimate regulations in which all countries can participate on the same terms. Providing improved market access to developing and least developed countries and strengthening multilateral trade rules increases the capacity of these countries to trade, which is an important part of contributing to the developing countries' economic growth and development. However, opening the markets of the poorest countries needs to be done gradually and should be done in concomitance with capacity building measures and infrastructural development.

3.12.3 As set out in the European Consensus on Development, increased and more effective Aid for Trade (AfT) is needed to enable all developing countries, particularly LDCs, to better integrate into the multilateral, rules-based trade system and take full advantage of the increased trading opportunities.

3.12.4 Malta has supported the European Commission in its continuous efforts to achieve a successful completion of the WTO Doha Development Agenda Round in which the development aspect of trade was at the centre of negotiations. Malta, with in the frame work of the European Union provides duty and quota free access to all products from the least developed countries (LDCs) and has encouraged and supported initiatives to persuade other developed countries to do likewise. Moreover, Malta supports the EU's initiative for the adoption of a package on special and differential treatment (SDT) which would improve flexibility and provide for preferential access to markets for LDCs in the WTO.

3.12.4 Both developed and developing countries need to be encouraged to use trade more effectively in promoting the overarching objective of poverty eradication in the context of sustainable development. In this regard Malta recognizes that fair trade can also be a concrete and efficient tool for poverty alleviation, sustainable development and for the facilitation and better integration of developing countries in the world economy. One of the key strategic aims of fair trade should be the achievement of greater equity in international trade. Fair trade can also contribute to sustainable development by offering better trading conditions and securing the rights of marginalised and small producers and workers.

3.12.6 It is a recognised fact that market access alone does not automatically bring growth and that accompanying measures that go beyond access to markets. Good governance and domestic policies that stimulate and support trade are needed for developing countries to benefit from international trade as well as attract foreign direct investment.

3.12.7 The dissemination of wealth generated through trade and exploitation of natural resources is also another important aspect that needs to be addressed in many resource rich developing countries. The dissemination of wealth has very positive and far reaching positive spill over effects and benefits development.

3.12.8 In its assistance in the field of trade and development Malta will draw upon its own development experience and will seek to provide assistance for the development of institutional infrastructure as well as adequate structures and policy required to help trade capacity and competitiveness.

3.13 Water

3.13.1 Water is a source of life and an essential element of the development process. The 2006 United Nations Human Development Report¹⁵, focusing on water, notes that while some 1.1 billion people in developing countries have inadequate access to water, and 2.6 billion lack basic sanitation, almost two in three people lacking access to clean water survive on less than \$2 a day, with one in three living on less than \$1 a day. While 1.8 billion people who have access to a water source within 1 kilometre, but not in their house or yard, consume around 20 litres per day, in the developed world average consumption by a person can reach from 150 to 600 litres a day. Meanwhile some 1.8 million child deaths each year as a result of diarrhoea and millions of women spend several hours a day collecting water.

3.13.2 The predicament of water-scarce and water-short areas is compounded by the issue of climate change which, combined with population growth, is expected to put one half of humanity in this situation.¹⁶ These facts speak for themselves: Water is an essential element of development. Water is relevant to the attainment of the Millennium Development Goals with a particular impact on the eradication of extreme poverty and hunger, sustainable health and sensitisation was well as environmental sustainability.

3.13.3 Malta, which is itself challenged by the lack of water resources, will seek to put its acquired expertise in this field to the service of developing countries which face this problem. Water management experience and expertise is greatly needed in many countries where water catchment and water harvesting programmes are fundamental to improvement in the daily lives of the people. Malta will seek to support sustainable water related projects and initiatives and to adopt this area as an area of focus in which it can give a specialised contribution in practical implementation of its development policy.

¹⁵ Human Development Report 2006, **Beyond scarcity: Power, poverty and the global water crisis** published for the United Nations Development Programme (UNDP)

¹⁶ See [http:](http://www.globalissues.org/TradeRelated/Development/water/#IntroductionAWaterManagementCrisisLeadingtoLackofAccessToSafeWaterforMuchoftheWorld)

[//www.globalissues.org/TradeRelated/Development/water/#IntroductionAWaterManagementCrisisLeadingtoLackofAccessToSafeWaterforMuchoftheWorld](http://www.globalissues.org/TradeRelated/Development/water/#IntroductionAWaterManagementCrisisLeadingtoLackofAccessToSafeWaterforMuchoftheWorld)

4. WHERE: GEOGRAPHIC SCOPE

4.1 Malta will in particular focus on Least Developed Countries (LDCs) in particular Low Income Countries (LICs) as indicated in the OECD / DAC list¹⁷, which is subject to periodical reviews. This focus would apply to all its development assistance.

4.2 The geographical focus of Malta's Development policy is aimed at identifying and supporting the most under developed and vulnerable areas in the world.

4.2.1 Africa

4.2.1.1 Africa is the poorest and most underdeveloped continent in the world and hence a priority geographical area of this development policy which is geared at achieving the targets set by the Millennium Development Goals.

4.2.1.2 Direct funding will be given to development programmes and projects which meet priority basic needs in Africa's least developing countries especially those which rank low in terms of human development indicators.

4.2.1.3 Malta's development policy attaches special importance and focus to countries in the Horn of Africa and in Sub-Saharan Africa. Besides belonging to the category of LDCs, countries in these regions are the main source of asylum seekers and clandestine immigrants for Malta (mainly **Sudan, Eritrea, Ethiopia and Somalia.**)

4.2.1.4 It is important to note that resource allocation to these special regions of focus shall be based on the individual country needs and on performance criteria. An important component in this regard will be cooperation for the repatriation and reintegration of clandestine immigrants in their country of origin.

4.2.1.5 Additionally, Malta will also undertake and encourage development programmes in countries of Commonwealth Africa in furtherance of solidarity within the Commonwealth family.

4.2.2: Small States, particularly, Small Island States

4.2.2.1 Through this development policy Malta will continue to highlight the need for the international community to focus on the special characteristics and particular development needs of Small States. Malta will therefore support international actions, policies and programmes that aim to strengthen the resilience of small states, and in particular small island states.

4.2.2.2 Malta supports a differentiation of international policies when these are being applied to the realities of small states, including small island states.

4.2.2.3 Malta already actively assists other small states through the Commonwealth by making available its acquired experience and expertise as a now developed small island state.

¹⁷ OECD: <http://www.oecd.org/dataoecd/43/51/35832713.pdf>

4.2.3 The Mediterranean and the Middle East

4.2.3.1 Malta's immediate neighbourhood remains the Mediterranean region to which this development policy attaches particular importance and attention. In line with the framework of the Barcelona Process Malta's development policy will seek to assist developing Mediterranean states to grow and strengthen their economies in order to foster an area of growth, peace and stability. In line with this, Malta's development policy includes a particular focus on the Middle East as a region and the Palestinian territories in particular.

4.2.3.2 Malta has long standing historical ties with the Middle East and has always been actively supportive of the Palestinian people and their right to statehood whilst recognizing the state of Israel right to exist - therefore advocating the pursuance of a two-state solution to the Israeli-Palestinian conflict.¹⁸

4.2.3.3 As a result of the various Arab-Israeli conflicts since 1948, masses of people have lost their homes, land and means of livelihood and continue to live as refugees. Over the years, the situation has worsened as the number of registered Palestine refugees has grown from 914,000 in 1950 to more than four million in 2002¹⁹.

4.2.3.4 The poverty levels in this neighbouring region in the Mediterranean cannot be ignored or left unattended. Furthermore Palestinian economy is exceptionally fragile due to its high degree of dependence on Israel and foreign aid.²⁰

4.2.3.5 Malta's development assistance to the Middle East and the Palestinian Territories will seek to support and assist programmes that focus education, health and children.

¹⁸ Strategic Objective 4 in the Strategic Objectives of Malta's Foreign Policy.

¹⁹ UNRWA: <http://www.un.org/unrwa/refugees/whois.html#up>

²⁰ World Bank Group. April 2006. West Bank and Gaza Update. Retrieved from the World Wide Web:
[http://domino.un.org/UNISPAL.NSF/22f431edb91c6f548525678a0051be1d/37a93507a31ef4e385257162006413bd/\\$FILE/WBGUpdateEng.pdf](http://domino.un.org/UNISPAL.NSF/22f431edb91c6f548525678a0051be1d/37a93507a31ef4e385257162006413bd/$FILE/WBGUpdateEng.pdf)

5. WITH WHOM: OPERATIONAL FRAMEWORK

5.1 Bilateral Cooperation

5.1.1 In line with the principles of partnership and ownership, bilateral collaboration is an essential tool for effective development assistance. Governments of aid recipient countries are indisputably vital for any healthy and forward looking development process. Guided by this policy and its focus, Malta will seek to promote bilateral partnership and assistance to encourage responsible and long term development that meets priority basic needs of developing countries.

5.2 Multilateral Cooperation

5.2.1 Multilateral cooperation lies at the heart of effective development assistance. Malta attaches great value and importance to its multilateral ties particularly in the field of development. Through this development policy Malta will continue to seek opportunities to utilize its membership in multilateral fora and to actively contribute towards programs that specifically deal with development with a view to enhancing its aid effectiveness.

5.3 The European Union

5.3.1 The European Union is the world's largest contributor to development aid. Clearly Malta's development policy is directly affected by the European Unions development assistance to which Malta actively contributes.

5.3.2 The European Consensus for Development²¹ is an integral element to Malta's development policy not only because it sets a common vision of development that guides EU action both at Community and Member State level but because it provides a means to increased coordination and harmonization, essential for effectiveness development assistance.

5.3.3 In accordance with paragraph 42 of the EU's Development Policy Statement "The European Consensus", Malta's Development Policy has as its overall objective the pursuit of poverty eradication in the context of sustainable development, including pursuit of the MDGs, as well as the promotion of good governance and respect for human rights.

²¹ The Joint Statement by the Council and the Representatives of the governments of the Member States meeting within the Council, the European Parliament and the Commission – 'The European Consensus on Development' was adopted during the 15-16 European Council in December 2005.

5.4 The United Nations

5.4.1 Being an active member of the United Nations since gaining independence, Malta is committed to playing an effective role in this international organisation. Malta's Overseas Development Policy is geared towards the achievement of the UN Millennium Development Goals.

5.4.2 Further to this, in line with this policy Malta will continue to actively engaged UN related bodies such as the World Food Program (WFP), United Nations International Children's Fund (UNICEF), the United Nations Development Program (UNDP) and the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) in order to attain the goals of this policy.

5.5 The Commonwealth

5.5.1 Malta has played a development role in Commonwealth programmes over many years and will continue to grow this role beyond training, to assistance in the field of ICT, and to contribution to good governance initiatives and programmes of the Commonwealth including election monitoring and assistance in the preparation of democratic elections.

5.5.2. Under the Malta Third Country Programmes, Malta will continue to provide training programmes for Commonwealth member countries officials in various fields

5.5.3 Malta attaches particular value to its Commonwealth membership and will continue to seek actively peruse the aims of its Overseas Development Policy through Commonwealth development initiatives.

5.6 International Organisations

5.6.1 Globalisations has brought about a plethora of international organisations in the field of development many of which offer specialised development assistance and play an important role in the field by providing channels, frameworks and structure that help put in action development assistance. Malta recognises the value of such organisations and will seek to make use of their expertise and knowledge to achieve its policy objectives.

5.7 Civil Society

5.7.1 Non-state actors have become a major and essential characteristic in international development cooperation. Non-state actors include the private sector, social and economic partners, such as trade unions, and civil society in all its diversity.

5.8 Non-Governmental Development Organisations (NGDOs)

5.8.1 NGDOs are voluntary non-profit and non-governmental development organisations working within the framework of international development cooperation. They are concerned mainly with poverty reduction, social justice, human rights, environmental protection and the problems of marginalisation within society, with a particularity with regard to women.

5.8.2 An informed civil society has an irreplaceable role in the shaping and implementation of Malta's Overseas Development Policy. The Maltese Government does indeed appreciate the important role played by civil society and will therefore establish a framework for a structured dialogue with civil society and NGDOs. Dialogue, consultation and participation would present NGDOs with an opportunity to bring to the fore valuable knowledge, experience and expertise.

5.8.3 In accordance with Strategic Objective 18 of Malta's Foreign Policy. Malta will strive to allocate a specific yearly budget for NGDO activities dealing with their own capacity-building as well as local development education, awareness raising and international project implementation.

5.9 The Private Sector

5.9.1 The involvement of the private sector should not only be promoted, but rather engaged, in the workings of a Maltese development policy. Malta Enterprise, the Maltese Chamber of Commerce, the Federation of Industry and business representatives can all contribute to development cooperation in developing countries.

5.9.2 Cooperation between the private sector and the Maltese Government will be based on the principles upheld in this policy, particularly that of corporate social responsibility, and sustainable development.

5.9.3 In this context, cooperation will also be extended to Foundations and Trusts which share development objectives.

5.10 Co-financing

5.10.1 Co-financing is an important tool through which Malta will seek, as it deems necessary, to attain the objectives of this Overseas Development Policy through joint development projects, partnerships, provision of expertise, cost-sharing with other donors.

6. HOW: UNDERLYING PRINCIPLES

Malta's overseas development policy will be guided by the following four underlying principles.

6.1 Ownership, Partnership and Untied Aid

6.1.1 Ownership and partnership of the development process are core principles of Malta's Overseas Development Policy. Developing countries have the primary responsibility for their own development. There can be no success in development co-operation unless the developing countries themselves accept their responsibility to mobilise their resources and create a domestic environment conducive to development.

6.1.2 This development policy attaches great importance to Country Strategy Papers (CSPs) and Poverty Reduction Strategy Papers (PRSPs), in which developing countries set out their national policies and focus on their long term priorities hence fostering ownership to the process of their own development. In the spirit of both ownership and partnership Malta's development assistance will not only consist of financial aid but also in technical assistance as well as the sharing and transfer of experience and expertise.

6.1.3 An important underlying principle of Malta's Overseas Development Policy is the principle of untied aid. This means that a recipient country is free to use the aid it has been given to buy goods and services from all countries and is not restricted to the procurement of goods and services from Malta as the donor country. Subject to the issue of respect for the international rule of law, Malta has a general policy of untied aid, which gives partner countries greater ownership of their development process and assists them in having efficient and rational public cooperation capacities.

6.2 Coherence

6.2.1 A coherent national approach to development is a vital element for an effective Overseas Development Policy. Through this policy the Government of Malta will seek, as much as possible, to support the mainstreaming of development issues to other areas of policy.

6.3 Aid effectiveness

6.3.1 Co-ordination and complementarity of development aid is vital for sound and effective development. Through this development policy Malta is committed to working closely with other donors and the international community in order to ensure the maximisation and effectiveness of its development assistance.

6.4 Sustainability

6.4.1 It is clear that there is no real development without sustainability. Through this development policy Malta has adopted a wide meaning of the term sustainability to

ensure multi-dimensional long term perspective of development encompassing environmental, economic and socio-political development.

7. WITH WHAT TOOLS: A DEVELOPMENT UNIT

7.1 A Development Unit

7.1.1 At this stage, the Ministry of Foreign Affairs, which is also responsible for Development, will seek to strengthen its own capacities by strengthening its own Development Unit which suffered from a lack of capacity for a number of years.

7.1.2 This Unit will be responsible for developing and implementing a *Work Plan for Maltese Overseas Development Assistance* emanating from this Overseas Development Policy. This *Work Plan* is to be drawn up through structured dialogue and consultation with Civil Society and NGDO's with the aim of ensuring a focused and effective approach which takes into account current capacities and capacity building in this sector.

7.1.3 Furthermore this Unit should draw up contracts between the Ministry of Foreign Affairs and other development partners, create a data bank of all development co-operation activities, liaise with civil society representatives in all matters relating to overseas development, co-ordinate inter-ministerial cooperation to ensure complementarity and coherence and to avoid duplication of efforts and calculate Malta's ODA in line with the OECD DAC list. The Unit will co-ordinate Malta's development actions in a coherent manner and its members will represent Malta, when necessary, in meetings of international organisations and development partners.

7.1.4 It will also be responsible for raising local awareness through Development Education. Malta recognises that awareness raising fosters national understanding and ownership of the process of international solidarity, helps create an environment which is conducive to the establishment of intercultural dialogue and understanding, contributes towards the changing of lifestyles in favour of a model of sustainable development for all and increases citizens' support for further efforts in the public funding of development co-operation and in particular towards reaching the Millennium Development Goals.

7.2 An Agency

7.2.1 In the course of the work carried out by the Unit, an assessment will be made as to whether the better carrying out of its functions require its transformation into a Malta Development Agency. If this route is adopted, it will be carried out on a cost-neutral basis seeking to maximise opportunities arising from such a structure without additional financial burdens on government.

8. HUMANITARIAN ASSISTANCE - WHY A FRAMEWORK FOR HUMANITARIAN RESPONSE

8.1 There is a direct link between Humanitarian Assistance and Development. Development cannot come about unless aid to alleviate suffering in emergency situations is given. Humanitarian Assistance should be given unconditionally, under all circumstances and at all times.

8.2 Humanitarian crises can be caused by man-made and/or natural disasters. Every year, events – protracted conflicts, droughts, earthquakes – trigger humanitarian crises in different parts of the world. Such crises can wipe out the achievements of years of development in days, even hours. Malta recognises the continuum between emergency relief, rehabilitation and development. Post-emergency rehabilitation assistance, including reconstruction and reconciliation efforts, forms an intrinsic part of our Humanitarian Response. This is defined as the reaction by the general public living in Malta that gives donations of a financial nature or in-kind to assist the nationals of other countries affected by natural or man-made disasters through humanitarian or development assistance.

8.3 The concept of Humanitarian Aid is not a novel one in the Maltese scenario. Malta has already contributed in this respect and various operations have been conducted.²² In fact, there are various Church and religious organisations, religious missionaries, lay missionaries and individuals who have actively contributed and are still contributing to both development and humanitarian response missions at their own initiative in all parts of the world.

8.4 Malta will continue to maintain, in cooperation with the Civil Protection Department and local NGOs, a strong coordinating role in organising humanitarian assistance to distress areas including assistance to neighbouring countries and other EU member states as the need arises. It will seek to develop fast deployment capacities in this regard.

8.5 As it experienced in the aftermath to the Tsunami, Malta seeks to provide coordinated consular assistance in times of emergencies and favours, within the European Union, a policy of consular coordination particularly in times of crises such as in the context of war/conflict area evacuation of citizens and assistance to citizens stricken by the consequences of natural disasters while abroad. In this regard, through its Ministry of Foreign Affairs, an emergency task force to address such emergencies will be kept in operation.

²² For instance a humanitarian aid operation took place in the year 2000. The Armed Forces of Malta conducted three convoys to Prizren, Kosovo. The first took place from 7 to 21 April. The load consisted of didactic material, sewing machines, bales of fabric and medicine. The two other convoys left on 23 June and 8 September respectively. These convoys transported playground equipment and building materials.

9. CONCLUSION

9.1 Malta's Overseas Development Policy provides us all with a learning and sharing opportunity, giving impetus to greater synergy between Government, non-government and other entities dedicated to development. It is aimed exclusively at seeking improvement in the lives of millions of other people, who have a right like each and every one of us not only to dream of a better future, but also to achieve it.

9.2 Assiduously, constantly and tenaciously, in the implementation of this policy, Malta and the Maltese people will seek to give effect to the value of solidarity with overwhelmingly permeates our own society. Together we can truly make a difference.

Annex A

Millennium Development Goals

- 1 **Eradicate extreme poverty and hunger**
 - Reduce by half the proportion of people living on less than a dollar a day.
 - Reduce by half the proportion of people who suffer from hunger.
- 2 **Achieve universal primary education**
 - Ensure that all boys and girls complete a full course of primary schooling.
- 3 **Promote gender equality and empower women**
 - Eliminate gender disparity in primary and secondary education preferably by 2005, and at all levels by 2015.
- 4 **Reduce child mortality**
 - Reduce by two thirds mortality rate among children under five.
- 5 **Improve maternal health**
 - Reduce by three quarters the maternal mortality ratio.
- 6 **Combat HIV/AIDS, malaria and other diseases**
 - Halt and begin to reverse the spread of HIV/AIDS by 2015.
 - Halt and begin to reverse the incidence of malaria and other major diseases by 2015.
- 7 **Ensure environmental sustainability**
 - Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources.
 - Reduce by half the proportion of people without sustainable access to safe drinking water by 2015.
 - Achieve significant improvement in lives of at least 100 million slum dweller, by 2020.
- 8 **Develop a global partnership for development**
 - Develop further an open trading and financial system that is rule-based, predictable and non-discriminatory.
 - Address the least developed countries' special needs. This includes tariff and quota-free access for their exports; enhanced debt relief for heavily indebted poor countries; cancellation of official bilateral debt; and more generous official development assistance for countries committed to poverty reduction.
 - Address the special needs of landlocked and small island developing States.
 - Deal comprehensively with developing countries' debt problems through national and international measures to make debt sustainable in the long term.
 - In co-operation with the developing countries, develop decent and productive work for youth.
 - In co-operation with pharmaceutical companies, provide access to affordable essential drugs in developing countries.
 - In co-operation with the private sector, make available the benefits of new technologies – especially information and communication technologies.