Position Paper

Proposals from French NGOs

G8 Muskoka – June 25 & 26, 2010 G20 Toronto – June 26 & 27, 2010

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Coordination SUD – Solidarité Urgence Développement – is the national coordinating body for French development and relief NGOs.

Founded in 1994, it currently brings together more than 130 NGOs, more than one hundred of which *via* six groups (CLONG - Volontariat, CNAJEP, Coordination d'Agen, CRID, FORIM and Groupe Initiatives) that are active in the fields of humanitarian aid, development assistance, environmental protection, the defense of disadvantaged people's human rights, and international solidarity education and advocacy.

Coordination SUD fulfills the dual mission of supporting the professionalization of French NGOs and representing their positions to public and private institutions in France, Europe and around the world.

It develops watch, information dissemination, advice and training services. It manages a joint fund that co-finances outside expertise on the various aspects of NGOs' organizational and institutional performance. Finally, it runs thematic working committees composed of its members and mobilized around the major stakes of international solidarity.

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Preamble

At the end of the month of June, the French government and the other major world leaders will once again meet to reach major decisions in the framework of two successive summits—the G8 Summit and the G20 Summit. Even more than in 2008, the stakes are of capital importance and the whole world will be watching these high-level forums. Indeed, numerous countries are once again facing financial torment following the crisis in 2008, with weakening national budgets, increasing deficits, and necessary austerity measures for which populations will have to pay. The financial crisis in 2009 has already pushed an additional sixty-five million people into poverty,¹ while 100 million people had already slid under the threshold of one dollar per day between 1990 and 2005. Our Western countries have also suffered; for instance, the latest INSEE study² shows that 13.4% of France's population is under the poverty line.

Other challenges are also awaiting our countries.

Two thirds of the way to the deadline, the midterm review of the MDGs in September by the United Nations General Assembly will show that we have fallen alarmingly behind. While primary school attendance rose from 83% in 2000 to 88% in 2007, there are still seventy-two million children who do not have access to any form of education, and two hundred million who are obliged to study under very difficult conditions. The mortality rate for children under the age of five is still very high (dropping from 12.6 million deaths in 1990 to nine million in 2007)³ and hunger has risen, with the sad record of one million people concerned. Finally, gender discrimination remains dramatic, with the widespread persistence of inequalities in rights, and in particular the persistence of wide differences in access to capital, work and salaries equivalent to those of men. France must fulfill the promises it made in 2000 when it signed the Millennium Declaration and, in so doing, pledged to support the attainment of the MDGs.

In regard to the climate, much remains to be done following the Conference of the Parties in Copenhagen, and the G20 Summit could be an opportunity to make progress on the existing divergences. Notably, concrete measures must be taken in regard to the promised commitments when it comes to fast-start finance, and the possibilities for re-allocating subsidies from fossil energies to renewable energies must be explored.

These challenges can be met, but it is up to France and the other countries in the G8 and G20 to display a political determination to advance the possible responses. In a crosscutting manner, the aim is to:

1. Materialize promises in the field of financing, and follow-up on the commitments in regard to official development assistance (ODA) and universal access to AIDS treatment and prevention services made during the G8 Summit in Gleneagles in 2005, as well as during the summit in Heiligendam in 2007 in regard to Africa (twenty-five billion dollars per year), the summit in L'Aquila in 2009 (twenty billion dollars for food security) and the G20 Summit in Pittsburgh in 2009 (thirty billion dollars for the climate). Coordination SUD is also counting on the efforts announced at the Huntsville G8 for a new health initiative. But progress must also imperatively be made on the necessary resources, notably *via* innovative financing by establishing taxes on financial transactions. All these elements will be addressed in the chapters that follow.

2. The transparency and accountability efforts must also be continued. These commitments must be additional financing, not the sums already allocated in the various budgets that have merely been aggregated. The reports to this effect by experts show the difficulty of fund traceability linked to differences in currencies, commitment calendars and real disbursements, but the obstacle is not insurmountable if a consistent methodology is adopted and if the group of experts works in a timely manner before the summits. To be credible, their names should be made public and their research should be done in partnership with a wide

¹World Bank: "Global Economic Prospects", 2010.

² INSEE, *Revenue et patrimoine des ménages*, April 2, 2010.

³ Report by the United Nations Secretary-General on the MDGs, February 12, 2010.

range of actors and institutions. The OECD could, for instance, be mandated to monitor and evaluate the disbursements of donating countries, broken down according to the OECD DAC's Creditor Reporting System (CRS). In terms of accountability, the role of the parliaments of the G8-G20 countries is essential. The quality of information is an indispensable prerequisite for democratic control. Coordination SUD expects that the G8-G20 countries, and France in particular, report to the national representation, and that the commitments made during the G8 and G20 summits be the subject of annual discussion in Parliament.

3. Aid effectiveness needs to be greatly improved:

- with priority given to certain basic components and as close as possible to populations, such as support for smallholder farming or strengthening health and education personnel;
- with the construction of partnerships that respect processes and the democratic life of each country, based on equality between partners and control of public policy and development strategy by the countries receiving the aid. This requires in particular a participatory approach, with the partnership open to a range of actors (civil society, local authorities, the private sector, etc.) and not only the state.
- by ensuring that there is the widest possible range of financial instruments and aid implementation modalities, so as to be able to provide support suited to the economic, social and cultural context and the expectations of the population. One must avoid creating and multiplying parallel management units for each program that compete with government technical services and steal their best human resources. For this, building the capacities of all actors is primordial: the state and administrations, public institutions such as the parliament or the court of accounts, civil society organizations, local governments, etc.
- by committing to establishing overall policy coherence (for cooperation, foreign policy, trade, etc. policies) so that they do not contradict the strategies defined by each country to reduce poverty and inequalities.

The appendices present Coordination SUD's primary recommendations on the subjects that are—or could be—on the agenda for the G8 and G20 summits. Coordination SUD regrets that a large number of key subjects do not seem to be on the agenda. This is the case, notably, for the fight against financial opacity and the migration of capital from developing countries, and the regulation of multinational companies and mining industries.

Finally, the evolution of global governance is close to France's heart. On this subject, NGOs question the legitimacy of the G8 and G20 Summits constituted on an ad hoc basis and self-proclaimed. While the establishment of the G20 made it possible to expand to include emerging countries, this reform was not enough to attain fair and equitable global governance.

In 2010, the financial crisis triggered in 2008 continued with the financial markets' attack on the euro in general and targeting certain states in particular. Stability plans were able to be set up in Europe, requiring colossal means and obliging states to roll out austerity policies to respond to the magnitude of public deficits. The citizens of every country in the world continue to be the first victims of this. This is a reminder, if such reminder is necessary, that setting up market regulation mechanisms is as urgent as raising new innovative financing to face up to the global challenges of financial stability, development and the environment.

THE PRIOR COMMITMENTS OF THE G8, G20 AND FRANCE

During the Summit in Pittsburgh in September 2009, the President of the French Republic Nicolas Sarkozy took a public stance in favor of taxing speculation activities with a proposal in two parts, one to create innovative financing and the other to discourage speculation. France had, in this way, shown that it still wanted to play a driving role in this area. Since then, the subject has been advancing on the international agenda with noteworthy progress in terms of feasibility studies and policy declarations. Thus, in May 2009, at the instigation of the French Minister of Foreign and European Affairs, Mr. Bernard Kouchner, a panel of high-level international experts was set up to study the operational, legal and political feasibility of various options to tax financial transactions. The report will be released soon and should raise the various technical questions involved and propose concrete implementation possibilities. The IMF's pre-report to the G20 dated April 20, 2010, requested more specifically by France and Germany in Pittsburgh, came out in favor of several types of taxes: on excessive risks (the Financial Stability Contribution), on financial sector profits and remuneration (the Financial Activities Tax), and on financial transactions.

Following the German Chancellor Angela Merkel's desire to include the issue of taxation on the agenda for the G20 in Toronto, Coordination SUD believes that France must take an equally strong position in the same direction, preparing in this way for its presidency of the G8 and G20 summits in 2011. It must use all its diplomatic strength to convince its homologues in the G20 and in Europe that it is necessary to take historical measures to stand up to the global challenges as much as to the financial crisis.

RECOMMENDATIONS

French NGOs ask that France and the countries at the G20 Summit in Toronto:

- **Establish a tax on financial transactions.** At the very least, France must convince its European partners (notably within the Eurogroupe) to institute a first tax on currency exchange transactions.
- Utilize the revenue raised by this new form of international taxation to meet international needs in regard to the MDGs, development in general, and the climate.
- **Demand a calendar of work at the IMF** with precise deadlines in order to study all possibilities to tax the financial sector and financial transactions, notably those with regulating effects, by looking beyond solely national interests and considering the magnitude of the crisis and financial losses since 2008.
- **Establish or renew the tax on traders' and banks' profits and remuneration.** On this point, Coordination SUD is pleased that France set up a tax on traders' bonuses in 2009 *via* its 2010 "Loi de Finance Rectificative", and requests that it extend the law to bonuses in following years.

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World Health: Improve Maternal and Infant Health

Attainment of the millennium goals for maternal and infant health (MDGs 4 and 5) has fallen the furthest behind to date. Despite a reduction in maternal and infant mortality rates, the progress that has been made is still much too slow. Every year, more than 350,000 women die from complications due to pregnancy or delivery. Nearly nine million children die before the age of five from illnesses that could easily have been cured or avoided (diarrhea, pneumonia, malaria, malnutrition, etc.).

Only five years away from the 2015 deadline, the international community must react now and step up the pace. Adopting an action plan to attain MDGs 4 and 5 is now necessary. From this point of view, Coordination SUD is pleased that Canada intends to launch a new initiative in favor of maternal and infant health during the G8 Summit and invites the Canadian Presidency to include this initiative explicitly in the continuity of the commitments already made in this area, in particular in the framework of the Global Consensus for Maternal, Newborn and Child Health. More generally, this initiative must obligatorily be inscribed under the aim of promoting human rights as a necessary condition to attain the MDGs as a whole, and the MDGs pertaining to health in particular. Indeed, it is obvious that unless the socially constructed inequalities between men and women are reduced, women will continue eternally to suffer, when it comes to pregnancy and delivery, from the "four toos"—too young, too often, too many, and too late—that pave the way for maternal morbimortality.

RECOMMENDATIONS

French NGOs ask that France and the countries at the G8 Summit in Muskoka provide:

- An explicit reference to the Global Consensus for Maternal, Newborn and Child Health.⁴ During the L'Aquila Summit in 2009, the G8 countries approved the Global Consensus for Maternal, Newborn and Child Health, committing in this way to promote a series of interventions in favor of maternal and child health. Coordination SUD asks that the Canadian initiative clearly reaffirm this global consensus and propose a concrete action plan targeting the effective implementation of measures already identified last year. Precise and quantifiable objectives as well as a regular process to monitor the commitments should be included in the action plan.
- An action plan including emergency obstetric care. While the Global Consensus emphasizes the need to invest in quality services that include emergency obstetric care, these services were not included in the list of interventions identified during the meeting of Development Ministers at the G8 Summit in Halifax on April 28, 2010. Covering obstetric complications is, however, a major aspect in the fight against maternal mortality. Improving emergency obstetric care is a priority and must be included in the G8's action plan.
- The inclusion of legal abortion in the Canadian initiative. While Canada has clearly expressed its intent to exclude abortion from its initiative, France and the other G8 countries must pressure the Canadian Presidency to revise its position on this point. Every year, nearly 70,000 women die of complications from high-risk abortions. This accounts for nearly 20% of maternal deaths around the world. The lack of reference to safe, legal abortion services in the G8's action plan would mark a very regrettable step backwards from the commitments obtained until now (for example during the international conference in Cairo in 1994⁵ or more recently in the framework of the Global Consensus for Maternal, Newborn and Child Health) and would be a considerable gap in the strategy to fight maternal mortality. It goes without saying that in countries where it is not legal, abortion is nevertheless a serious problem for public health. It is crucial that the national authorities address the consequences of this practice, which is all the more risky when it is illegal.

⁴ http://www.who.int/pmnch/topics/part_publications/2009_mnchconsensus/en/index.html

⁵ United Nations International Conference on Population and Development, 1994, Cairo: "In circumstances in which abortion is not against the law, such abortion should be safe. In all cases, women should have access to quality services for the management of complications arising from abortion."

- Massive investment in human resources in the health care sector. The lack of qualified health care personnel is undoubtedly the largest obstacle to attaining the MDGs 4 and 5. More than four million additional health care professionals would be needed to meet the needs of developing country populations, including 350,000 midwives. During the previous G8 Summits in Toyako (2008) and L'Aquila (2009), the member states heavily emphasized the need to act to overcome the shortage of health care personnel. These declarations of intent must now be converted into concrete commitments through the adoption of a precise, quantified emergency plan to train, hire and retain health care professionals. To finance this plan and as recommended by the WHO, Coordination SUD asks that the G8 countries promise to devote at least 25% of their health-related ODA to strengthening human resources. Coordination SUD also asks that the G8 member countries' approaches be consistent with the approach taken by the Ministries of Health of twenty-nine African countries who meet in a conference in Ethiopia on July 29, 2009, and who issued the "Addis Ababa Call to Action on Human Resources for Maternal and Newborn Survival, including Task Shifting/Sharing for Emergency Obstetric and Newborn Care" to the African Union Heads of State.
- Support for free access to primary health care for pregnant women and children under the age of five. For millions of households around the world, the need to pay to access health services constitutes an often insurmountable barrier that deprives them of the benefits of essential health care. Like the commitments made during the L'Aquila Summit in 2009, the G8 must clearly reaffirm its intent to work in favor of lifting financial barriers. More specifically, Coordination SUD asks that the G8 countries commit to technically and financially supporting all the states that recently chose to introduce payment exemption policies, in particular for pregnant women and children under the age of five.
- Financial commitments equal to the challenge. The Global Consensus for Maternal, Newborn and Child Health (MNCH) estimated that attaining the MDGs 4 and 5 would require the mobilization of an additional thirty billion dollars between 2009 and 2015 for targeted interventions. As the Secretary-General of the United Nations has stated, in addition to these specific needs, there is also a need to invest in a crosscutting manner to shore up health care systems. In all, an additional twenty billion dollars are needed every year to advance towards the attainment of the MDGs 4 and 5. While all actors (low-income countries, donor countries, multilateral donors, etc.) must contribute to the efforts to bridge this financial gap, the eight wealthiest countries on the planet must lead by example. Coordination SUD asks that, at the Muskoka Summit, the G8 countries collectively commit to allocating ten billion additional dollars to the health sector. This increase should notably include at least a doubling of the aid allocated specifically to maternal and infant health programs. This contribution should be additional, and not made at the detriment of other sectors. Coordination SUD also asks that, at the Muskoka Summit, France commit to significantly increasing its financing for maternal health and family planning on the multilateral level—in particular its contribution to the United Nations Population Fund (UNFPA)-and bilateral level. France must continue to contribute to adequately financing the Global Fund to Fight AIDS, Tuberculosis and Malaria because, in addition to its impact on MDG 6, this fund also helps attain MDG 4 and MDG 5. The G8 countries had, what is more, taken a stance in favor of universal access to AIDS treatment and prevention services in Gleneagles in 2005. More generally, Coordination SUD believes that donor countries, and the G8 in particular, should apply the WHO's recommendation of devoting 0.1% of their national wealth to financing health in developing countries.

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Agriculture: Improve Food Security Worldwide

The commitments to fight hunger in the Millennium Development Goals (MDGs) are in disarray. Today, more than one billion people are suffering from hunger, and the world food situation continues to worsen. All governments must do everything they can in the coming years to halve the number of people suffering from hunger. Accordingly, coordinated and appropriate support for agricultural, food security and nutrition programs, which the G8 have committed to financing on the national and regional level, is crucial. Developed countries must contribute their fair share of the required financial resources, not only to respect the commitments they have made (G8, MDG Summit, World Food Summit) but also because they are among those most responsible for the current situation. The established rules in trade, agricultural and energy (notably through the promotion of agrofuels) policies are some of the root causes of the current food crisis. The current economic crisis must not serve as a pretext to abandon developing country populations to their fate. Developed countries must find additional resources starting now, not only from their budgets despite an unfavorable context but also through innovative financing mechanisms such as a tax on financial transactions (see above).

THE L'AQUILA COMMITMENTS MUST BE IMPROVED

During the 2009 G8 Summit in L'Aquila, thirteen donor countries promised to "substantially [increase] aid to agriculture and food security," announcing twenty-two billion dollars over a threeyear period to support a "coordinated, comprehensive strategy focused on sustainable agriculture development." In this framework, France promised to devote 1.5 billion euros over three years to improving food security worldwide. Coordination SUD salutes this commitment in favor of agriculture and the emphasis placed on supporting national and regional plans focusing on small farmers, particularly women, as well as the efforts of the OECD and donor countries in terms of transparency in financing. However, donor countries' promises and the current control mechanism must be improved significantly in order to guarantee the transparency and accountability of all involved and to ensure that the L'Aquila Initiative brings real change. To this end, the following points must be improved:

- The financial commitments announced by France in L'Aquila must be funding budgeted as official development assistance (ODA) according to the rules of the OECD DAC's⁶ Creditor Reporting System. This notably implies that only net concessional commitments be recorded. Yet, the financing announced by France in the framework of the L'Aquila monitoring process include the gross commitments of the Agence Française de Développement (AFD) and private sector contributions.
- The financing announced by France is therefore allocated to a very large extent in the form of loans to states or the private sector (more than two thirds of the AFD's commitments). Grants only account for a very small share of the support granted to the agricultural sector in developing countries. Because of this, France's financing:
 - cannot target small farmers and the most vulnerable populations, even though they are the
 officially declared targets. For instance, in 2008, Nicolas Sarkozy emphasized the
 importance of "local agriculture becoming an absolute priority" and the necessity of
 "sparing no expense" for food agriculture;⁷
 - cannot benefit the least developed countries (LDCs), although they have the greatest need, as they often do not meet the eligibility requirements for AFD loans; and
 - cannot support the process of elaborating agriculture and food plans in developing countries. Indeed, it is impossible to implement capacity-building activities with loans. Consequently, Coordination SUD asks that France increase the percentage of subsidies in the financing allocated to agriculture and food security in order to be able to target the most vulnerable countries and populations.
- France has not fulfilled the objectives it set for itself for the year 2009 (490 billion euros), and the disbursement projections for 2010 show no signs of making up the gap,

⁶ Development Assistance Committee

⁷ Nicolas Sarkozy's speech at the High-Level Conference on World Food Security on June 3, 2008, in Rome.

according to the information we have at this time and despite the inclusion of financing not counted as ODA. It is crucial that France give itself the financial means necessary to honor its political commitments between now and 2011. This financing must be counted as ODA and allocated in the form of grants as much as possible.

- France must ensure that its commitments target the development of agriculture that is socially and environmentally sustainable, in line with the Joint Statement on Global Food Security. Interventions in other sectors, such as transportation infrastructures, must be detailed so as to show the existence of direct links to the goal of improving food security.

IMPLEMENTATION OF THE "ROME PRINCIPLES"

In November 2009, all the countries attending the World Food Summit held in Rome agreed to invest in country-owned plans; foster strategic coordination at national, regional and global level; strive for a comprehensive approach to food security; ensure a strong role for the multilateral system; and ensure sustained and substantial commitment agriculture, food security and nutrition, with provision of necessary resources in a timely and reliable fashion, aimed at multi-year plans and programs. It is vital that France participate actively in implementing these "Rome Principles" through the financing it will provide starting in 2010. Indeed, while additional financing is needed in the agricultural and food sector in developing countries, the way in which aid is delivered in the field is equally crucial. Coordination SUD asks that France continue its efforts on the following points:

- Many developing countries are in the process of elaborating their national agriculture and food plans. This is notably the case for African countries in the framework of the Comprehensive Africa Agriculture Development Programme (CAADP). While these plans need to receive the financing announced by the G8 countries in L'Aquila, it is crucial that France and the other donor countries position themselves to provide support for the elaboration of these plans and have sufficient flexibility in their interventions to accompany this new process, which carries real changes in the way that aid is delivered in the field. France and other donor countries must also support civil society and farmers' organizations (financial support and capacity building) so as to ensure their full participation in elaborating and implementing national plans.
- **Improving coordination among field interventions** is crucial to attaining the MDG in regard to fighting hunger. Unfortunately, donors' interventions are still often implemented via multiple projects, which are generally poorly coordinated and sometimes little coherent with national plans. It is crucial that France's future interventions be fully integrated in national plans and programs and better coordinated with the interventions by other donors, notably fostering joint reviews and programs.
- There is currently no global mechanism to coordinate financing allocated to agriculture and food security. A global coordination mechanism would make it possible to improve the accountability of donor countries and the identification of gaps in financing national and regional plans; it should also help rationalize, simplify and lower the transaction costs of developing countries dealing with donors. France, who supports the establishment of the Global Partnership for Agriculture, Food Security and Nutrition, should strongly encourage the countries that are members of the Committee on World Food Security (CFS) to ensure that it plays this role of global financial coordination fully, and insist on the creation of a specific mechanism to this effect.

This position is supported by the NGOs on the Agriculture and Food Commission. Contact Person: Jean-Denis Crola, Oxfam France, <u>jdcrola@oxfamfrance.org</u> Coordination SUD Secretariat: Bastien Laigle, <u>laigle@coordinationsud.org</u>

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