

2. Introduction:

Trócaire envisages a just and peaceful world where people's dignity is ensured and rights are respected; where basic needs are met and resources are shared equitably; where people have control over their own lives and those in power act for the common good.

We welcome the opportunity to engage with Irish Aid at this important time of reflection and planning on Ireland's role within international development. Our submission draws on our experiences over the past 40 years of development practice, and is based on consultation across the 5 regions in which we work. Additionally, a number of Trócaire country offices will be making individual submissions to this review.

3. Progress Made: Has the Government been successful in implementing the commitments contained in the White Paper on Irish Aid?

Ireland should be proud of a 'cutting edge' (2009 OECD DAC Review) aid programme that is poverty-focused and rights-based, addresses climate change, promotes good governance and supports the development of a diverse and independent civil society.

The most notable lack of progress since the publication of the 2006 White Paper is in relation to our commitment to meeting the target of 0.7% GNI on ODA. A reduction in Overseas Development Assistance by 30% since 2008 has been a major set-back. How the Government resources ODA in the coming years will dictate whether Ireland will be essential to delivering on this commitment by 2015 (see section 6.8).

In light of contextual changes domestically and internationally (see section 4), the challenge for our overseas aid programme will be to maintain a high quality aid programme that retains at its core: a **poverty-focus, rights-based approach** that promotes **good governance** and **civil society** whilst also addressing the need for more **sustainable models of development in Ireland and internationally**.

4 Changing context: What are the implications of the changes in the global and domestic context for the Government's aid programme in the future and how will these affect current priorities?

Global climate, food, and energy crises are increasing vulnerability and unpredictability, the world population is reaching record high of 7 billion people, together increasing the stress on already scarce natural resources.¹ Addressing these underlying causes of poverty will be necessary to reduce hunger and vulnerability in a sustainable manner. Irish Aid can support this through action on specific thematic areas (see sections 5.1.1, 5.1.2, 5.1.3, 5.1.5) and through adopting sustainable economic, social and environmental policies at home in Ireland in support of policy coherence for development (see section 6.2)

The increasing gap between rich and poor men and women is widening within and between countries at national, regional and global levels, hampering progress towards global poverty reduction. Income distribution has worsened across most of the world.² Poor people will be increasingly found in Middle Income Countries (MICs) illustrating that economic growth alone is insufficient to tackle poverty. A focus on inequality and social exclusion, and in particular gender inequality, is required more than ever (see section 5.1.6), while concerted effort is needed to protect the gains made in the fight against HIV and AIDS (section 5.1.4).

Trócaire believes that a strong, vibrant and independent civil society is essential for development, and that civil society organisations (CSOs) in particular have an important role to play in 'bringing the voices of the poor' to influence government policies, to challenge injustice and to hold governments to account. There is evidence that across many countries the space for civil society is under threat as a result of legislative change, the arbitrary use of judicial systems and extra-legal measures.³ The Arab Spring underlines the importance of the relationship between sustainable development and democratic ownership. Ireland should continue to champion the role of civil society in development, recognising its importance for freedom, peace, democracy, political participation and the monitoring and evaluation of government performance in poverty reduction (see section 6.5).

The global financial crisis and shifting geo-politics (in particular the rise of the BRICS, and role of the G20) has had significant impacts on dominant model of development and the principles of aid effectiveness. The Busan Partnership for Effective Development Cooperation, together with strategies such as the EU's Agenda for Change and Ireland's recent Africa Strategy reflect an increasing emphasis on the role of economic growth as a driver of development, and a focus on new actors, including the private sector in development cooperation. Trócaire believes an emphasis on economic growth must not take a business as usual approach, but rather acknowledge that sustainable development requires a dramatic shift towards integrated economic, environmental and social sustainability (section 5.1.4),

¹ Trócaire (2010) *Leading Edge 2020: Critical Thinking on the Future of International Development*, Trócaire (2008) *Tackling Climate Injustice: Towards an Equitable Response to a Global Crisis*, and Trócaire (2011) *Climate Change, Climate Action, Climate Justice: Thinking Globally, Acting Locally*

² United Nations Development Programme (2011), *Sustainability and Equity: A Better Future for All*, Human Development Report 2011

³ Trócaire (2012) *Democracy in Action: Protecting Civil Society Space*

including in our own domestic policies (section 6.2). Critically, this overwhelming emphasis on economic growth and the welcoming of new actors into development cooperation should not displace the centrality of human rights, democracy, equity and poverty reduction to the aid programme (see sections 5.1.5, 5.1.7 and 6.1 and 6.5). While the private sector and support for trade have an important role to play in overall development strategies (see sections 5.1.7 and 5.1.1), the DFA Africa strategy appears to have the balance wrong. The White Paper is an opportunity to re-balance the emphasis, and to firmly place issues of governance, accountability and human rights, as well as more sustainable approaches to economic growth at the heart of the aid programme.

The fundamental approach to humanitarian aid in accordance with need and the principles of humanity, impartiality, neutrality and independence is gradually becoming sidelined by a trend at European and global levels towards the use of humanitarian aid for political, military and other objectives⁴. Multiple factors, including the global war on terror, the drive for aid and policy coherence, and the use of humanitarian aid for foreign policy or military 'leverage' together create a situation where greatest need is not necessarily the deciding factor in humanitarian relief. The undermining of principled humanitarian aid can have disastrous consequences for humanitarian space and the ability of aid agencies to operate safely in complex environments and to reach communities most in need of assistance. Irish Aid has a good track record in this regard, and should continue to champion a principled approach to humanitarian aid (see section 5.1.2).

The domestic economic crisis, compounded by a global economic downturn which has resulted in cuts to the aid budget of 30% since 2008 underlines the need to deliver on our commitment to provide 0.7% GNI for ODA as well as investigating wider sources of financing for development (see section 6.8).

In light of all these changes, and the considerable pressures they bring, the challenge for our overseas aid programme will be to maintain a high quality aid programme that retains at its core: a **poverty-focus, rights-based approach** that promotes **good governance** and **civil society** whilst also addressing the need for **more sustainable models of development in Ireland and internationally**. Trócaire believes that an aid programme to deliver this will be one based on the approach suggested in sections 5 and 6 below.

⁴ See Caritas Europa (2011), *Bridging the Gap Between Policy and Practice: The European Consensus on Humanitarian Aid and Humanitarian Principles*

5. Key Issues

5.1 How should the Government respond to the key issues of:

5.1.1 Hunger

Ireland should continue and strengthen a comprehensive approach to addressing hunger, with a particular emphasis on the political dimension outlined in the Hunger Task Force Report. Reflecting existing and emerging challenges, Ireland should clearly define its strategy for the next five years by:

- Building on the EU's policy framework of advancing food security in developing countries and support for the Committee on World Food Security (CFS) work programme. Particular consideration should be given to how Ireland can support initiatives aimed at strengthening poor peoples' land rights e.g. the Voluntary Guidelines on Land Tenure, and the development of the Global Strategic Framework for Food Security and Nutrition.
- Articulating a strategy that ensures coherence between trade/investment policies, especially agricultural trade/investment policies with the right to food and our commitment to eradicate hunger (see also section 6.2).
- Completing and publishing a comprehensive and 'pro-poor' aid for trade strategy.⁵
- Promoting a joined-up approach to agriculture in responses to climate change, including the development of synergies between adaptation and mitigation that recognise the multifunctional nature of agriculture, and focusing on the progressive realisation of the right to adequate food as the primary objective. Particular attention should be paid to how Ireland can help implement the findings of the IAASTD report.
- Working through the EU, ensure that EPA negotiations result in agreements that support ACP countries' development and poverty reduction efforts; and that 2013 CAP reforms at a minimum meets the principle of 'doing no harm' to the livelihoods of the world's poorest producers.

5.1.2 Fragility

Humanitarian responses are vital in a more fragile and unpredictable world. A best practice approach will seek to respond to life-saving needs in an efficient and effective manner, whilst also striving for longer-term sustainability. Irish Aid's approach should:

- Enshrine and strengthen a commitment to needs-based responses driven by humanitarian principles rather than political considerations.⁶ In particular make a clear commitment to the European Consensus on Humanitarian Aid, to the implementation of the Action Plan, publicly disclose Ireland's progress in meeting the Consensus commitments and promote it across departments.

⁵ See Trócaire (2009), *Implementing Aid for Trade to Reduce Poverty*

⁶ See Caritas Europa (2011), *Bridging the Gap Between Policy and Practice: The European Consensus on Humanitarian Aid and Humanitarian Principles*

- Take an active role at EU level to ensure EU humanitarian aid adheres to the Humanitarian Consensus, reasserting the primacy of humanitarian principles and resisting the politicisation of humanitarian aid.
- Provide flexible, needs-based funding that allows for a sustainable and holistic approach to humanitarian interventions, including continued support for Disaster Risk Reduction activities, and for livestock, livelihoods, protection and other interventions (that might not traditionally be considered 'life-saving'), as part of a holistic approach to relief and recover, in line with best practice.
- Support the development of local community capacity and NGO partners in the delivery of humanitarian aid: while stronger partners may have more developed monitoring and evaluation capacity (and may therefore be more attractive partners in the drive for demonstrating results), partnering with weaker local and national organisations is an important dimension to supporting change at grassroots level. NGOs have a unique added value in humanitarian response (including a close relationship with local communities, good understanding of local gender norms, long-term in-country commitments, relatively low administration costs, and uniquely non-political status), and should therefore be supported during humanitarian response.

5.1.3 Climate change

Climate change is a particularly threatening symptom of the failure of existing development models from which food, energy and economic crises have emerged in recent years. Deep reductions in global GHG emissions and significant scaling up of support for adaptation and low carbon development are critical and urgent in order to tackle climate change. In order to be just and effective, all countries must act according to their responsibility and capacity, with a focus on protecting and promoting the human rights of the most vulnerable people. Furthermore, effective action on climate change is inherently linked to and dependant on a shift in both developed and developing countries to development models which are socially, environmentally and economically sustainable. The revised White Paper should:

- Advocate and pursue a justice approach to climate action, recognising the implications this has across Government policy and action, ensuring domestic action is both ambitious and effective, including the full implementation of the '*Framework for Sustainable Development for Ireland*'⁷.
- Advocate for effective GHG emission reductions in Ireland and support stronger emission reductions within the EU, recognising the implications of current low levels of ambition for vulnerable people in developing countries.⁸
- Scale up Ireland's contribution to mobilising long-term, secure, new and additional public finance for climate action in developing countries, with a continued focus on adaptation.
- Advocate and pursue a rights-based, people-centred approach to ensure climate action investment at all levels is responsive and builds capacity and developmental co-benefits such as

⁷ Department of Environment, Community and Local Government (*forthcoming*) '*A Framework for Sustainable Development for Ireland*'

⁸ See Trócaire (2011) *Climate Change, Climate Action, Climate Justice: Thinking Globally, Acting Locally*

empowerment, food security and sustainable livelihoods. Identify and act on responses which threaten to exacerbate vulnerabilities or threaten human rights.

- Invest in small-scale women farmers given the disproportionate impacts they face from climate change, as well as their potential as a catalyst for promoting sustainable practices.
- Promote standardised, regular accounting and reporting on the sources and spending of climate finance flows, whether finance is new, additional to existing ODA commitments, the share of loans versus grants, and the distribution of climate finance between adaptation and mitigation.
- Promote the inclusion of human rights and social and environmental safeguards in the principles, policies, reporting and evaluation of climate finance flows, and the establishment of independent national and international level grievance and recourse mechanisms to ensure compliance.

5.1.4 Basic needs

More people are becoming newly infected with HIV than people going on treatment. The number of people on treatment still only represents half of those in need now, and care and support of people living with and affected by HIV still does not get the attention it requires. Irish Aid should continue to champion HIV internationally, living up to the reputation set in the last decade. Irish Aid should:

- Commit to completing and publishing the HIV Policy and Strategy in consultation with civil society.
- Ensure HIV interventions respond to the particular vulnerabilities of women and girls to HIV.
- Continue to focus on children, with 20% of HIV related funding devoted to them.
- Encourage a strong civil society, particularly networks of people living with HIV, monitoring and oversight role in the delivery of the HIV programme.
- Support and advocate for the Global Fund to fight AIDS, TB and Malaria as one of the most effective aid delivery mechanisms currently available.
- Integrate HIV responses into other development priorities such as hunger and climate change.

5.1.5 Governance & human rights

Good governance is crucial to sustainable and equitable development. Governance is the institutional context within which human rights are achieved or denied. It is about how power and authority are exercised in the management of a country's affairs and resources. Provision of aid, without concerted efforts to address governance gaps will lead to under attainment. Critically, attention to governance is not just an issue for developing countries – but must also be paid to the responsibilities, and indeed failings of governments of the developed world.

Ireland should continue to make governance and human rights a cornerstone of the Irish Aid Programme, including:

- Produce a clear governance policy, including an explicit approach to Human Rights-based approaches, private sector accountability, the role of civil society as an independent actor in development and developing a position on global governance.

- Emphasise the indivisibility of human rights and establish a more comprehensive and systematic analysis and inclusion of human rights across the aid programme: the White Paper should move beyond rhetorical commitments and ensure effective mainstreaming and prioritisation of human rights across all the work of Irish Aid and Irish Foreign policy. This will necessitate additional resources and training on human rights, and the identification and monitoring of measurable indicators on human rights.
- Consider a broad range of agents and various intervention sectors across different levels of government to build capacity for good governance.
- Emphasise that responsibility for tackling corruption lies with people and governments of developing countries, and therefore an approach that: promotes government capacity to deal with corruption, strengthens legal frameworks to facilitate access to information, and a strong and vibrant civil society and media to empower citizens and promote transparency and accountability.
- A more comprehensive and systematic analysis of the weak governance – private sector – corruption nexus: the White Paper should advocate for greater accountability and transparency of the private sector and protection from corporate human rights violations through explicit support to international frameworks/initiatives such as the Extractive Industries Transparency Initiative (EITI) and the UN framework and guiding principles for business and human rights.

In addition to these approaches in the aid programme, human rights, governance and civil society should also be an integral part of how Irish Aid works together with development partners (see section 6.1 and 6.5 on ways of working)

5.1.6 Gender equality

Gender equality has become increasingly recognised as a development priority in its own right and as a necessary requirement to achieve other development outcomes. However women and girls still endure disproportionate impacts of poverty, increased food and fuel prices, impact of the global financial crisis, and effects of climate change. With increased recognition of the severity of the problem of gender based violence we have heard harrowing stories of violence and abuse, yet not enough has been done to either support the survivors or bring the perpetrators to justice. Irish Aid should continue to mainstream gender throughout all its work and to specifically work to improve the position and status of women in society:

- While the National Action Plan on UN Security Council Resolution 1325 has been approved by the Government of Ireland it is important that Irish Aid now implement it fully. Concrete actions arising out of the Nation Action Plan must be implemented at country level. The Government should also continue to engage with civil society groups to monitor the full implementation of the National Action Plan and highlight their commitment to these actions in the White Paper Review.

- Irish Aid should continue to focus on gender equality, gender based violence, and the mainstreaming of gender across all its programmes. This is particularly relevant for larger pieces of work such as on hunger.
- Ireland has a strong role multilaterally on gender, with a rotating seat on UN Women as a current co-chair of the DAC GenderNet. Ireland should leverage its position to ensure that gender is fully incorporated into declarations and agreements, including those related to aid effectiveness, ensuring aid works for both women and men.
- Ireland should ensure that gender funding continues to be channeled into women's organisations.

5.1.7 Private Sector

Trócaire acknowledges the vital role that the private sector plays across societies in bringing together capital, labour and knowledge, and generating domestic tax revenue. Trócaire has a long history of supporting business-related initiatives of farmer's groups, women's cooperatives, fair trade initiatives and local enterprise development, and believe that there is a role for development aid to support private sector enterprise that directly involves and benefits vulnerable people and communities. We believe it is inappropriate for ODA to be provided to larger-scale enterprise, and in particular international businesses, including those in Ireland. Irish Aid should:

- Complete and publish a comprehensive 'pro- poor' Aid for Trade strategy.⁹
- Ensure ODA support to the private sector supports national small to medium-scale enterprise development that maximizes benefits to the poor, builds capacity, facilitates added value, and facilitates product access to the domestic and international markets.
- Ensure any support to private sector development is demonstrably pro-poor, sustainable, and respects human rights.
- Ensure that ODA remains 100% untied, and is not provided to trans-national corporations, or Irish profit-making private businesses for activities in Ireland or overseas.

Our experience has shown that in countries with weaker governance systems business actors, in particular trans-national corporations (TNCs), may in some cases undermine rather than contribute to development, in cases where they contribute to corruption, environmental degradation and human rights abuses,¹⁰ or where they facilitate the illicit flow of tax revenue out of developing countries.¹¹ In order to realise the potential of the private sector's role in development, appropriate regulation, appropriate taxation and the question of accountability needs to be addressed. To support this, we believe Irish Aid should:

⁹ See Trócaire (2009), *Implementing Aid for Trade to Reduce Poverty*

¹⁰ Cidse (2009), *Impacts of Extractive Industries in Latin America: analysis and guidelines for future work*

¹¹ Killian, S., (2011), *Driving the Getaway Car? Ireland, Tax and Development*

- Work with partner governments to strengthen national accountability mechanisms including promoting the role of civil society oversight, so that a level playing field is created for business operation that combats corruption, promotes fair taxation and sustains the environment.
- Work with relevant Government departments to develop an Ethics charter for Irish businesses operating overseas.
- Support access to justice for communities in developing countries which are negatively affected by private sector investment; to this end Ireland's OECD National Contact Point should be strengthened so as to be able to effectively handle disputes between communities and Irish companies as they arise.
- Sign up to the EITI and work to encourage Irish business and business networks to do the same.
- Ensure Ireland is fully compliant in implementing the OECD anti-bribery convention and state support services to Irish business should actively promote awareness of these.
- Continue to work with the taxing authorities of Southern countries to expand their capacity, and strengthen Ireland's position on international tax evasion through enhanced tax transparency and improved measures to combat capital flight.
- Encourage partner countries to operate within the UN framework and guiding principles for business and human rights, which provides guidelines for host country governments in ensuring that they promote and incentivise the meeting of international standards for the conduct of business entities in developing countries.

5.2 Given the limited resources and the need to focus these, which issues should the Government prioritise in its future aid programming?

Irish Aid's rationale for retaining a priority focus on hunger is welcome. The food, agriculture and trade context has moved substantially since 2006 and the review of the White Paper is a timely opportunity for Irish Aid to articulate new commitments appropriate to the changed environment (see section 5.1.1)

Women and girls still endure disproportionate impacts of poverty, increased food and fuel prices, impact of the global financial crisis, and effects of climate change. Irish Aid should prioritise mainstreaming gender and tackling Gender Based Violence as outlined in section 5.1.6

Climate change has fundamentally altered the context in which we operate – posing new challenges and altering the possibilities for business as usual approaches to development strategies. An approach to climate justice, rooted in human rights is required, as outlined in section 5.1.3.

6 Ways of working: How can the Government further strengthen its ways of working in delivering an effective aid programme, with a view to delivering real results in poverty reduction?

6.1 Aid Effectiveness

The broadening of the focus from aid effectiveness (AE) to development effectiveness (DE) within the recent '*Busan Partnership for Effective Development Cooperation*' is welcome. In particular this new emphasis should renew efforts at ensuring stronger policies of coherence (see section 6.2). While recognizing the importance of economic growth, we need to acknowledge i) economic growth does not in itself deliver development ii) a business as usual approach to economic growth is unsustainable within the current ecological limitations. To ensure economic growth benefits all citizens in an equitable and sustainable manner the aid programme should be driven by a solid poverty-focused framework of democratic governance, rights-based approaches, and inclusive engagement of citizens, both male and female, and civil society in policy Ireland has a role in championing human rights and the poverty-focus in the aid effectiveness agenda and in ensuring that new entrants cannot derogate from existing standards.

Governance and aid modalities: a mixture of complementary modalities and instruments for the delivery of aid should be maintained: national and regional budget support, central and local government technical support, support to Civil Society and parliament. Irish Aid should document the benefits of the mixed-modality approach to aid and actively promote this approach with other donors.

Enabling environment for civil society: New actors in development, including new aid donors and private actors may view civil society participation and activism as an obstacle to their projects. In DFA's recent Africa strategy there was no reference to a role for civil society in development. These trends have effectively allowed some partner governments to oppress civil society actors and space. There is strong evidence that civil society space is decreasing and under threat in many developing country contexts as a result legislative changes, arbitrary use of judicial systems and extra-legal measures.¹² A revised Irish Aid programme should:

- Use partnerships, including multilateral (see section 6.4) and influence to work towards reversing threats to civil society space, by championing the development of minimum standards for an enabling environment for civil society in developing countries, and by speaking out when civil society space is threatened.

6.2 Towards Better Policy Coherence

It is important that policy coherence remains central to the revised White Paper. The Consultation document recognizes that aid in itself will not deliver development. Wider policies relating to climate change, trade, international taxation and the activities of trans-national corporations all impact upon people in developing countries (see recommendations in sections 5.1.1, 5.1.3, and 5.1.7 for greater

¹² Trocaire (2012), *Democracy In Action: Protecting Civil Society Space*

coherence). Policy coherence for development should therefore underpin all Irish Government policies. To facilitate mechanisms to support delivering on PCD Irish Aid should:

- Articulate in the White Paper the principles underpinning Ireland's approach to PCD, which should include: All government policies should follow a number of important principles; Human rights-centred; Poverty-Focused; and 'Do no harm'.

The Inter-Departmental Committee on Development (IDCD) should be strengthened as a mechanism for dealing with PCD, including:

- The Minister of State with responsibility for Trade and Development is given an additional mandate by the Taoiseach on addressing issues of PCD.
- A government-wide assessment process for estimating the impact of relevant policies on developing countries (in particular in relation to climate change, trade, taxation, private sector activities) is carried out as part of the approval process for any new Government policy.
- Biennial reporting on policies across Government, in line with EC reporting, to identify examples of any policies which undermine the Government's development goals so that such policies can be amended to minimise negative effects on the poor and look for synergies and value-added between different policies.
- Commit to a clear and time-bound process to consult all partners and stakeholders in the development and implementation of PCD indicators and monitoring plan.

6.3 Working with Programme Countries

Irish Aid should continue to insist on accountability from partner country governments on the use of aid. The priority should be democratic ownership, ensuring that governments become more accountable to citizens on the use of all resources, including tax revenues and aid resources. This will involve promoting government capacity to deal with corruption, strengthening legal frameworks to facilitate access to information, and a strong and vibrant civil society and media to promote transparency and accountability. Irish aid should ensure that development assistance to programme countries continues to be untied and guided by its key principles; poverty-reduction, good governance and human rights, and does not involve economic and political conditionalities against pressures from the current economic climate.

6.4 Working with Multilateral Organisations

Irish Aid should continue to adopt a strategic approach to engagement with multilateral organisations that further the priority aims of Ireland's aid programme. In support of an integrated approach to human rights, governance and civil society, Irish Aid is encouraged to:

- Strengthen its engagement with the UN system in support of Ireland's bid for membership of the Human Rights Council, in particular the work of the UN OCHR and of the UN Special

Rapporteurs on Human Rights Defenders, the Right to Food, the Freedom of Association and the Freedom of Expression, the Universal Periodic Review process, and the United Nations Convention on Climate Change.

- Strengthen its engagement with the EU system, in particular on the EU guidelines on the protection of HRDs, and use Ireland's upcoming Presidency of the EU council to further the priority aims of the aid programme;
- Strengthen its engagement with standards and conventions around corruption: champion the UN Convention Against Corruption; support regional initiatives such as the APRM developed by NEPAD, and encourage Irish Aid to advocate for adherence by all donors and development partners to international conventions including CEDAW, the OECD Foreign Bribery Convention, EITI and UN Human Rights Norms for Business;
- Furthering a rights and justice focused approach in relation to the activities of the International Financial Institutions, including the IMF and the World Bank.¹³

6.5 Working with Civil Society Organisations

Irish Aid should continue to champion the role of civil society in development, not simply to complement the role of governments in delivering economic growth and good governance but in broader processes concerning freedom, peace, democracy, political participation, policy influence, advocacy, and monitoring and evaluation of government performance in poverty reduction. As an important development partner and with civil society space under increasing threat, Irish Aid will need to adopt a more proactive role in protecting this - overseas and domestically.

6.6 Results and Accountability

A focus on "sustainable positive change for poor people" and accountability towards the Irish public and to partners and citizens in recipient countries, is welcomed. Defining development results as "sustained changes in wellbeing, empowerment and relationships"¹⁴ is very positive. Sustainable change takes place over a long period, can be difficult to translate into quantitative results, and requires effective downward accountability mechanisms. Irish Aid need to be cognisant of the challenges with demonstrating results over a longer term. The approach and methods for measuring Value for Money need to include innovative ways for measuring the more qualitative and longer terms aspects of change and support, rather than harm, the principles that underpin the aid programme, most notably human rights. As development practitioners we all have an important responsibility to demonstrate results and impact to all stakeholders, especially those most affected by our interventions.

Irish Aid should:

- Engage all development partners, including beneficiaries, in a process to identify agreed approaches to results measurement that embody principles of development effectiveness and

¹³ Debt and Development Coalition Ireland (2012), *Ireland, the global south and the international financial institutions: public report card*

¹⁴ Irish Aid, *Programme Cycle Management Guidelines for NGO partners, Working Draft, December 2011*

ethical standards, and incorporate equally strong upwards and downwards accountability mechanisms. It is essential that partners and beneficiaries play a role in both defining and measuring Value for Money.

- Strengthen efforts to track the results of its support to bi-lateral and multilateral programmes.
- All results of Irish Aid programming should be communicated publicly, and form the basis of public debate in the Oireachtas.

6.7 Public Engagement and Ownership

A renewed and continued emphasis on public awareness, especially on development education– with an implicit focus on deep engagement – is very welcome. This focus will provide Irish people with the language and tools necessary to navigate the terrain of development cooperation. Furthermore, this deep engagement will support citizens in becoming active global citizens in an ever interdependent world. The generosity that the Irish public has shown is something that can and should be nurtured by deepening engagement, and enhancing Ireland's reputation on the global stage as leaders on matters of equality and justice. The Irish Aid public engagement strategies should therefore seek to:

- promote principles of partnership and solidarity in an increasingly interdependent world. Take a holistic approach to public awareness, education and activism that sees Irish citizens as full human beings with potential, who are capable of a reflective, critical and active response. All of these principles are implicit in the concept of global citizenship, and Irish Aid's approach to public engagement should look to these principles as part of an ambitious vision that Irish citizens can contribute to.

6.8 Financing Aid

The current economic climate has put a downward pressure on financing for development. Ireland's response to financing development should be two-pronged. Firstly Ireland needs to be proactive on delivering our commitment to provide 0.7% of GNI for ODA. It also involves identifying and using more innovative mechanisms to generate the resources needed, such as through supporting the implementation of a financial transaction tax. To this end, Ireland should:

- Agree on a roadmap for meeting the 0.7% ODA target of GNI with feasible targets and timelines.
- Demonstrate visible progress towards the 0.7% ODA target of GNI in line with the timeline.
- Set up measures to ensure predictable delivery of aid and to maximise transparency and accountability on achievement of aid spending commitments.
- Facilitate the use of innovative mechanisms, such as the Financial Transaction Tax, for generating resources that will fight poverty both in Ireland and globally.¹⁵

In the long term, financing for development is about supporting a just and fair resource agenda, where resources generated in developing countries benefit the citizens of those countries. This involves supporting developing countries in raising their own revenues, while supporting a just global tax

¹⁵ CIDSE (2011) *The FTT for People and the Planet*

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structure that prevents illicit capital flows. Central to this is also recognising the re-emergence of the debt problem in developing countries and the need to address this before it undermines progress made on debt to date. Ireland should:

- Support developing countries in generating their own resources through a mix of initiatives, such as capacity building with developing country taxing authorities, and supporting the introduction of country-by-country financial reporting and strengthening Ireland's position on international tax evasion through enhanced tax transparency and measures to combat capital flight.¹⁶
- Address debt in developing countries through publishing an updated international debt policy which is based on the principle of justice and sustainable development for people of the Global South.

¹⁶ Killian, S., (2011) *Driving the Getaway Car? Ireland, Tax and Development*

2.6 Other comments: If the respondent seeks to address other issues – of direct relevance to the White Paper on Irish Aid – they should do so in this section

In the context of the stalling of the decentralisation process and the negative impacts that decentralisation has had on the coherence and effectiveness of cross-government approach to development, the government should consider reversing the decentralisation of Irish Aid.

