

# Other Countries

Courtesy Tara Shine

page 49

# SOUTH AFRICA

The allocation for the Development Cooperation Ireland country programme for South Africa has increased significantly over the past three years, from €3 million in 2001 to over €11.5 million in 2003. The programme covers five sectors, education, health, HIV/AIDS, water and sanitation, and good governance, democracy and human rights. There is a geographic focus on Limpopo Province, where the bulk of Development Cooperation Ireland support to education is delivered and on Free State Province, where the health programme is located.

The 2002 Ireland Aid Review recommended that Ireland should broaden and deepen its engagement in South Africa. As a result, Development Cooperation Ireland has agreed to continue its programme of support to South Africa beyond the initial ten-year timeframe, which ran to 2004. A Country Strategy Planning mission in June 2003 confirmed this commitment and laid the foundation for the design of a new programme to 2014.

## **Good Governance, Democracy and Human Rights**

The bulk of this programme is delivered in partnership with key NGOs. In 2003 Development Cooperation Ireland continued its support to the Institute for Democracy in South Africa for its citizen leadership training programmes and to the Electoral Institute of South Africa (EISA) for the promotion of democratic norms and practices. The partnership with the Centre for the Study of Violence and Reconciliation continued with support provided for two of its core programmes (the Criminal Justice Programme and the Transition and Reconciliation Programme). Assistance was also offered to the Foundation for Human Rights for programmes focusing on women and children and to Themba Lesiswe, a leading network of trauma service providers. In addition, a new programme of assistance to the Offices of the Master of the High Court, aimed at ensuring equality of access for all citizens to services in relation to administration of estates, was agreed with the South African Department of Justice.

## **Education**

The programme is largely concentrated on supporting the efforts of the Limpopo Department of Education to increase access to quality education and training. A major part of Development Cooperation Ireland's support is focussed on improving literacy levels in primary school grades 1 and 2, using the Breakthrough to Literacy model.

Another important element of the Limpopo Programme is support for the mainstreaming of HIV/AIDS in the education sector.

In 2003 we continued to fund bursaries for disadvantaged students, with an emphasis on improving access to further education for rural students.

## **Health**

Development Cooperation Ireland's support to the health sector in South Africa is focused on the Free State Province, where funding is provided to the Provincial Department of Health for three activities: 1) district health development through the training of district managers in health service management; 2) building and upgrading clinics in the sub-district of Botshabelo; and 3) building the capacity of 150 NGOs involved in HIV/AIDS care to help improve the effectiveness of their operations.

## **HIV/AIDS**

In 2003, the Development Cooperation Ireland HIV/AIDS programme in South Africa was implemented through a mix of approaches involving support for Government programmes and direct funding to the NGO sector. Funds were channelled to the Free State Department of Health in support of an innovative programme designed to strengthen the capacity of NGOs working throughout the Province. The bulk of our funds, however, was dispersed to civil society organisations through a number of funding mechanisms: (a) funding for NGOs and institutions whose focus is on health promotion and HIV/AIDS care; (b) supporting capacity-building for four small NGOs to strengthen their management systems before providing funding for their core activities; and (c) building the capacity of a NGO network to enable it to become a conduit for Development Cooperation Ireland funds to a number of partners in KwaZulu Natal Province.

## **Water and Sanitation**

In 2003 Development Cooperation Ireland contributed for the second year to 'Masibambane', the South African Water Sector Support Programme. The overall aim of the programme is to improve the quality of life of the South African people and to contribute to poverty eradication in poor rural communities in the Eastern Cape, Kwa-Zulu Natal and Limpopo Provinces, through the removal of backlogs in the provision of basic water and sanitation





Orphaned children with family support counsellor from Khanya Family Centre. Courtesy N. McHugh

services. The programme addresses the backlogs through strategic policy development, institutional strengthening and the direct provision of water and sanitation services to selected poor rural communities.

#### **Other**

In 2003, we provided support for the New Programme for African Development (NEPAD) Secretariat and the NEPAD Outreach programme of the Government of South Africa. We also made a contribution to the Independent Electoral Commission in support of its

preparatory work for the National Elections in 2004. Contributions were also made to a number of small NGOs through the In-Country Micro Projects Scheme, the Missionary Development Fund and the NGO Co-Financing Scheme.



# ZIMBABWE

Zimbabwe's internal political and human rights situation continued to deteriorate in 2003, with the arrest of demonstrating trade unionists and civil leaders, continuing restrictions on the free press and attacks on opposition forces. The socio-economic situation in the country also deteriorated. Inflation escalated to over 500% while unemployment stood at 70%. More than 50% of Zimbabwe's 11.6 million people are said to be victims of food insecurity. While in the first part of the year the country experienced a critical shortage of essential commodities, these became available in the second half of the year, but were out of reach of the majority of Zimbabweans due to exorbitant pricing. Zimbabwe experienced an 11.9% shrinkage in the economy, which was attributed to erratic availability of fuel, high fuel costs and frequent interruption in power supply because of the unavailability of foreign currency to pay for fuel and electricity. Statistics produced by the Health Information and Surveillance Unit of the Ministry of Health through the joint efforts of WHO/AFRO, UNAIDS, CDC and the Imperial College of London indicate that an estimated 24.6 % of the adult (15-49) population is HIV-positive. 47% of these are women.

Development Cooperation Ireland has been providing support to Zimbabwe since it gained independence in 1980. In the initial seven years, the major focus of support was the water and sanitation sector through UNICEF and policy analysis development through the Southern African Regional Institute for Policy Studies.

Since 2000 there has been a deliberate shift in strategy towards the formation of partnerships with NGOs and support for action on HIV/AIDS. In 2003 the programme was focused on water and sanitation and HIV/AIDS.

## **Water and Sanitation**

In 2003, UNICEF consolidated the implementation of the final phase of a two-year project (2002-2003) in the area of water and sanitation. Support was targeted at two districts, Bulilama and Mangwe. Of key concern were the software components of health and hygiene, promoting community ownership of water and sanitation resources; at the same time, however, the hardware component was supported through the rehabilitation and construction of hygiene facilities with a deliberate focus on enhancing the sector's response to HIV/AIDS. There was a focus on the strengthening of capacity at national level to plan, mobilise resources, provide technical support, monitor and evaluate interventions at various levels in the sector.

## **HIV/AIDS**

Development Cooperation Ireland support to this sector aims to mitigate the impact of HIV/AIDS through partnerships with local NGOs and in line with the Government's National AIDS Policy.

The specific focus of the intervention is on the sub sector of home-based care in response to the increasing number of people developing full-blown AIDS and requiring nursing care at home. Health centres have been overburdened, with at least 80% of all admissions being HIV/AIDS related, prompting a Government policy of discharging terminally ill patients for care at home. The programme has three components: capacity-building and strengthening of NGO partners implemented by the umbrella organisation Zimbabwe AIDS Network; provision of quality home-based care to HIV/AIDS patients; and networking of AIDS Service Organisations to foster learning and documentation. The programme also has a special focus on enhancing male participation in HIV/AIDS issues, in order to reduce gender imbalances and enhance inclusiveness, for a more effective response.



ECON (Economic Cooperation Network) project - cultivation of organic produce in Bosnia and Herzegovina.



# COUNTRIES OF THE BALKANS<sup>1</sup> AND THE CIS<sup>2</sup>

The transition to democracy in these countries has been accompanied by fundamental economic changes which have significantly increased the numbers of people living in poverty. Some of the Balkan countries are also still suffering from the legacy of economies shattered by the war in the 1990s. A separate worrying development is the very rapid increase in HIV/AIDS. Irish Government policy is to support projects to alleviate such poverty and to help disadvantaged groups

Development Cooperation Ireland assistance for countries of the Balkans and of the CIS in 2003 amounted to €5,517,235. This covered a number of multi-annual projects reflecting an emphasis on a programmatic approach with established partners active across the region. Health care for children living in poverty and support for people living with disabilities in Kosovo, education support for the Roma community in Serbia and assistance to victims of human trafficking were among the programmes supported.

Democratisation and the protection of human rights are particularly important issues in the Balkans and the CIS. Partnerships with the Council of Europe, the OSCE (Organisation for Security and Cooperation in Europe), selected UN Agencies and the NGO community form the cornerstone of our support.

The stability Pact for South Eastern Europe is a political declaration of commitment and a framework agreement on international co-operation to develop a shared strategy for stability and growth in South Eastern Europe. Funding from our programme in 2003 in support of Stability Pact priorities provided assistance in the process of reform towards stability and growth in South East Europe. Development Cooperation Ireland also provided funding for mine clearance, for ongoing work in establishing the identity of missing persons and for the collection and destruction of small arms and ammunition.

In the Caucasus, refugees and displaced persons from Chechnya to Ingushetia and to neighbouring States, continue to live in deprived conditions. In 2003 support was provided by Development Cooperation Ireland for a school feeding programme in Ingushetia and provision of humanitarian relief to this region is continuing.

---

<sup>1</sup> Albania, Bosnia-Herzegovina, Bulgaria, Croatia, former Yugoslav Republic of Macedonia, Moldova, Serbia and Montenegro and Romania  
<sup>2</sup> Commonwealth of Independent States

# NEW CHALLENGES 2

## KOSOVO – YOUNG PEOPLE SPEAKING ABOUT THEMSELVES

Since 1996 Ireland has made bilateral contributions of about €40 million for post-war recovery in the Balkans region through its development cooperation programme. This support continues as these countries move beyond a post-emergency rehabilitation phase towards greater political and economic integration with the rest of Europe. The 2002 Ireland Aid Review noted that the economic shock which had accompanied the transition to democracy in Eastern Europe, the Russian Federation and the Commonwealth of Independent States had resulted in significant increases in the number of people living in poverty and that the escalation of need in many of these countries could not be ignored.

The Western Balkans region has a particularly high percentage of young people. Recent surveys indicate that about 25% of the population are under 17 years of age. This demographic trend provides its own distinct challenge. Development Cooperation Ireland has provided €2.25 million to address the needs of young people over the past three years (15% of total budget). Issues such as health and education are central to this support.

In Kosovo, as the following contribution, which is gratefully acknowledged from UNICEF'S office in Pristina, makes clear, young people need to have a sense of hope and a belief that they too can share in the opportunities and prosperity that many of their neighbours now take for granted.

### **Kosovo: Young People speaking about themselves**

**Dren Rexha and Lucia Elmi - UNICEF, Pristina.**

#### **Introduction:**

Young people in Kosovo – almost half of the population – have lived through a period of tremendous instability and change. It is a generation that was mostly educated in the parallel system with little expectation of future jobs and opportunities. Young people were caught up in the conflict, either as refugees or otherwise affected by the war.

Where previous generations lived in relative isolation, young people today have access to satellite TV and the Internet, which have fundamentally transformed attitudes and behaviour. These changes are now being manifested in a number of different areas relating to how young people view their rights and responsibilities within society.

During the emergency phase, activities in the youth sector were predominantly supported by the international community. In light of the decreased level of development funding, the youth sector is facing a number of challenges associated with the limited level of resources and capacity both within civil society and government institutions.

Despite increasingly making their voices heard through the media and peer-education initiatives, youth participation in social, political and economic life remains low. Culture and tradition tend to discourage young people, especially girls, from taking a more active role in the public and social spheres.

Young people represent a tremendous source of energy and enthusiasm. In 2003, UNICEF asked the youth of Kosovo to speak about themselves, the challenges they are facing and the issues that most concern them. The following is a summary of the issues and outlines a series of actions to could help define the policy agenda for youth.

### **Happiness, Education, Health and Participation**

#### **Happiness**

The majority of young people in Kosovo retain a positive outlook on life. Seventy-five per cent of children below the age of 13 are said to be very happy. This figure declines to 65 per cent between 14 and 18, and by the age of 18 only 45 per cent describe themselves as happy, with another 47 per cent claiming to be neither happy nor unhappy. It is troubling to note, however, that only 38 per cent of young people from non-Serb minority groups felt that they were happy, with a full 20 per cent describing themselves as unhappy. While there are a number of factors that impact upon a child's happiness – such as age and ethnicity – most of the older children specifically raised financial concerns as the most likely reason not to be happy.



## Education

Students face a number of challenges, such as the poor physical conditions of school buildings, the scarcity of education equipment and the lack of relevance of the learning material and methodology. Nevertheless, 35 per cent of students are said to be "very satisfied" and 52 per cent "somewhat satisfied" with the education conditions in Kosovo, while 11 per cent were "dissatisfied". This is a reflection of the emerging need for young people to have a more relevant education system, able to transfer the necessary skills and knowledge that will make them competitive in the labour market.

## Health and risky behaviour

Most young people feel that they are generally in good health, but will concede that a number of factors such as environmental pollution, poor nutrition and poverty have a negative impact on the health of the general population.

There appears to be an increased prevalence of drugs. A 2001 study, conducted by the World Health Organisation and UNICEF, ("Rapid Assessment and Response of Substance Use and the Young People of Kosovo") found that most drugs were readily available, in part due to Kosovo having become a transit route for drugs being shipped to Western Europe. According to the study, while cannabis use was lower than in other European countries, the use of heroin and other pharmaceuticals among young people was higher. Reproductive health is another issue of concern for adolescents. While most people still marry relatively young, there has been a gradual rise in the marriage age in Kosovo. Young people are becoming sexually active at a younger age than has previously been the case.

The survey also revealed that many young people had not heard about sexually transmitted infections. The lack of youth-friendly health services, where young people could discuss health issues in a confidential environment, is another barrier to ensuring improved knowledge and avoidance of risky behaviour.

Kosovo is not yet a high prevalence area for HIV/AIDS compared to other parts of Eastern Europe. Due to the lack of a functioning STI/HIV surveillance system, data on HIV prevalence is limited but most estimates suggest that it is less than 0.1 per cent. However, a number of factors

suggest that there is potential for this to change. These include Kosovo's emergence both as a transit and receiving point for trafficked women, a young and mobile population, an increase in availability of drugs, a rise in intravenous drug use, a very substantial international community, as well as rapidly changing social mores.

## A policy agenda for youth

Given the importance of youth for the future of Kosovo, it is of vital importance that policy makers begin to systematically engage with young people. From the analysis of opinions presented above, a number of key issues emerge.

- There is an urgent need to reach out to young people, to listen to and address their concerns. Education and training need to relate to future employment opportunities.
- The formation of youth councils and other representative bodies that provide a platform for young people to interact with decision-making bodies could provide an opportunity for increasing the sense of ownership that is currently lacking.
- There is also a clear need (and opportunity) to build on the emerging dynamic civil society groups and to actively support and promote youth groups and NGOs that specifically address youth issues.
- There is also an opportunity to continue to promote young people's participation in TV and radio, and to provide a forum for young people to come together to share their experiences and views.

Young people from all communities need to feel and believe that they have a stake in the future growth and prosperity of Kosovo. High rates of youth unemployment and an education system that is failing to prepare people to lead productive lives will act as a breeding ground for resentment among youth from all communities. In view of the rapidly changing social values, combined with a lack of knowledge and awareness about healthy life style choices, there clearly needs to be much more widespread dissemination of information around health and other life skills. An important part of ensuring better, healthier lifestyles will be the provision of youth-friendly health services that will allow young people to obtain the information and guidance they need to make sensible choices in their lives.

# PALESTINE

Development Cooperation Ireland Assistance to Palestine in 2003:

<b>BILATERAL AID</b>	€2,012,000
<b>EMERGENCY FUNDING</b>	€1,260,000
<b>CORE FUNDING OF UNRWA</b>	€1,000,000
<b>MULTI-ANNUAL PROGRAMME SCHEME</b>	€330,500

**Population:** 4.2 million (Palestinian Bureau of Statistics, 2004)

The current cycle of Development Cooperation Ireland's assistance to Palestine reflects a number of pledges of assistance made at various stages of the Middle East peace process, the most recent having been made following the Wye River Agreement of October 1998. At that time Ireland pledged to maintain an annual contribution to Palestine at US\$2m during the period 1999-2003. Ireland has greatly exceeded this pledge during the period. Funding to Palestine is co-ordinated by Ireland's Representative Office based in Ramallah.

## Development Cooperation Ireland's Funding Strategy

Since the outbreak of the current Intifada in September 2000, Development Cooperation Ireland's programme in Palestine has responded to the changing needs of the Palestinian people. In 2003 an Interim Strategy for Palestine was approved. This approach was developed in response to the conditions prevailing on the ground following nearly three years of the Intifada, which has brought untold suffering to the Palestinian people and has led to a serious economic downturn and unprecedented levels of poverty and unemployment. The strategy was informed by a review commissioned by Development Cooperation Ireland in October 2002 to identify the most appropriate humanitarian funding strategy for Palestine in 2003.

The overall goal for the Interim Strategy (June 2003- June 2004) is **"to alleviate the material consequences of the ongoing conflict, by enhancing the capacity of Development Cooperation Ireland's partners, in particular the Palestinian Authority, to respond to the crisis and to begin where possible to meet the future development needs of the Palestinian people"**.

The guiding principles for the approach are to:

- Work through and strengthen local institutions to maintain basic services in the existing environment;
- Work to ensure that humanitarian responses to the current emergency needs address immediate problems within the context of longer term development programmes;
- Encourage and facilitate donor coordination and cooperation in support of locally-owned plans and institutions, and
- Work with other donors to assist the UN agencies (UNRWA and UNDP) in the development of effective relief instruments for the Palestinian people.

In support of this strategy in 2003, total funding support of €4.6m was provided for the following programmes<sup>1</sup>.

## Education Sector

Development Cooperation Ireland provided funds to the *Palestinian Ministry of Education and Higher Education* in 2003 to support the continued development of the new Palestinian curriculum through funding the printing of Grade 8 textbooks for use in Government and UNRWA schools in Gaza and the West Bank.

## Health and Social Sectors

*Bethlehem University* has been assisted by Development Cooperation Ireland since 1987. Current funding is centred on community outreach programmes in physiotherapy, occupational therapy, water quality, neonatal nursing, midwifery and education development.

<sup>1</sup> Details of funding allocated for each of these programmes is available in the relevant annexes



Eight year-olds in an UNRWA school in an UNRWA refugee camp in Palestine. Courtesy Tom Bellew

### **Human Rights**

Human rights continue to be an essential component of Ireland's assistance to the region. Funding is provided to programmes that focus on the rights of Palestinian prisoners, women and children and also on reconciliation, civil society and the building of democratic institutions.

### **Emergency Relief**

This assistance has been delivered through core funding and in specific response to UNRWA emergency appeals. UNRWA's relief efforts are focussed on the sectors of education, health, basic services and the provision of micro-finance facilities. Funding was also allocated to an emergency employment and water programme undertaken by *Trócaire* in the Zababdeh district of the West Bank.

### **Local Government & Rural Development Programmes**

A new partnership between Ireland and the United Nations Development Programme (UNDP) which will maintain Ireland's emphasis on long term development, in conjunction with emergency relief, commenced in 2003. A UNDP Local Rural Development Programme, which is an integral part of the Palestinian Authority's National Development Plan, will assist the development of ten rural villages in the Jenin region.

### **Civil Society**

The Palestinian Special Olympics team received a grant of €12,000 to equip and allow the team of 15 athletes attend the Special Olympics which were held in Dublin in summer 2003. From 2001 to 2003, various programmes in Palestine have been funded through the NGO Co-Financing Scheme and Micro-Project Schemes. The Multi-Annual Programme Scheme (MAPS) has delivered funding to Christian Aid programmes in Palestine, assisting with the development of human rights, capacity-building, civil society and resettlement programmes.

# NEW CHALLENGES 3

## HARMONISATION AND ITS CONTRIBUTION TO AID EFFECTIVENESS

### F. Farrelly, Development Cooperation Ireland

Over the past decade, a consensus has been growing in the donor community concerning an urgent need to "harmonize" their policies, procedures and programmes and to "align" them with the systems of their developing country partners. The word "harmonize" suggests similarity and the absence of discords. Other words in the emerging vocabulary around harmonization are "ownership", "predictability" "coherence" and "complementarity". So, what has been driving this agenda, what has resulted and, in what fora does the debate continue?

#### Why Harmonise?

In the light of continuing poverty in the developing world and international efforts to address it, as encapsulated in the Millennium Development Goals, gaining maximum effectiveness from aid, and indeed from partner government expenditure, is critical. The predominant aid modality up to the early 1990s was project aid. This could be characterised as addressing needs which had been identified by donors, designed by consultants from donor countries, implemented and managed by donor agencies and reviewed and evaluated regularly by teams of expatriate consultants. When coming towards the end of the project cycle, efforts would typically be made to persuade governments to take ownership of the project. Often, no consideration had been given up to then to the recurrent cost implications of projects on government budgets. Donor project managers had their own policy prescriptions and priorities and attempted to persuade governments of their merits. Governments were subject as a result to different, often conflicting, policy advice from donors.

In summary, rather than strengthen government capacity, donor-supported projects often had the opposite effect. By attracting government staff into project implementation units, they weakened government capacity. The frequency of visiting missions simultaneously made significant demands on senior government officials. Project benefits were often not sustained following completion of donor support. These flaws arose from the lack of coordination (a) between donors and (b) between donors and government. In a coherent, coordinated and locally-owned development scenario, projects remain a legitimate aid modality.

### Efforts to improve aid effectiveness

Sector Programmes - sometimes known as Sector Wide Approaches (SWAPs) or Sector Investment Programmes (SIPs) - began to evolve in the early 1990s as a direct response to the perceived weaknesses of project-based aid programmes. They emphasise agreement between government and donors on sector strategy and the coordination of government, donor and NGO activity under government management. They normally comprise

- A strategy for the sector in question;
- A government expenditure programme incorporating both capital and recurrent costs;
- A management framework providing for common implementation procedures including joint/common review, audit and evaluation to which both donors and government commit;
- Funding commitments from both partner governments and donors. Funding mechanisms vary but include pooled donor funding and, at its most advanced, sector budget support. As budget support, donor funding is indistinguishable from government funding and is channelled through government Treasury, procurement and accounting systems;
- Minimal use of expatriate Technical Assistance;
- Policy dialogue. A sector group, involving in-country donor representatives and government officials, meets regularly to discuss and agree policy and review progress. Annual review Missions involve higher level officials and experts from donor HQs.

Sector Programmes use government systems and staff and improve their capacity in the process, promote local responsibility and ownership and reduce transaction costs. They represent a major advance on project aid but are not without their problems. Lead-in times have proved to be much longer than anticipated. Agreeing the working arrangements, identifying the core functions of Ministries and restructuring them around those functions, building the necessary capacity, designing the financial systems etc. all take a considerable time. Incorporating existing donor projects into sector programmes also presents difficulties.



## General Budget Support

Major donors, in the context of structural adjustment programmes, had provided aid in the form of balance-of-payment support. Other forms of non-specific, fungible<sup>1</sup> aid included food aid and debt relief. As part of the Highly Indebted Poor Countries Initiative (HIPC), benefiting developing countries were required to prepare Poverty Reduction Strategy Papers (PRSPs). PRSPs are three-year, socio-economic development strategies that set out a vision for national development with a primary focus on poverty reduction. Initially, they varied in quality and in the extent to which they represented real commitment to poverty reduction. However, PRSP's have improved over time. The experience of programme aid, the move towards sectoral budget support within Sector Programmes and the development of PRSPs represented a confluence of factors enabling donors to consider providing aid in the form of General Budget Support.

General Budget Support can be considered the most "harmonised" form of aid. Interested donors engage in policy dialogue with government but in this case the dialogue concerns macroeconomic policy and stability and the totality of the government budget rather than just one sector. Donors expect to see the priorities of the PRSP reflected in the budget. An unprecedented level of openness is demanded of partner governments. Military and other security-related expenditure, even Presidential expenditure in the case of Uganda, all come under the microscope and are subject to audit. In return for this quality and level of dialogue and openness, donors guarantee that their financial pledges will be honoured and predictable during the current financial year. Any problems which arise in budget execution may be reflected in levels of budget support provided in the following year.

To many developing countries, General Budget Support is the preferred aid modality. It enables governments to plan and coordinate a greater proportion of the resources available to a country within the budget framework and to address the totality of the country's needs in a prioritised and coordinated way. However, donors must have

confidence that a basic level of governance, public administration and accountability exists before they can channel aid in this way. For political and legal reasons, not all donors are in a position to provide general budget support. Other aid modalities remain valid and can be provided in a harmonised way. Projects, for instance, should now reflect government priorities as articulated in the PRSP and be a part of a sector programme. A donor can, for instance, fund construction of a road prioritised in a roads sector programme, the programme having made ongoing provision for maintenance. Government accounting systems or the auditor general's office can be strengthened by means of a project.

## Furthering the Debate

The Development Advisory Committee (DAC) of the Organization of Economic Cooperation and Development (OECD) is the principal forum in which the international community debate and agree aid policy. The DAC's Task Team on Harmonization and Alignment meets regularly. In addition to donor countries, 14 partner governments are represented on it and participate actively in its work. The DAC's major contribution is commissioning studies which identify best practice and promote harmonization and alignment amongst its members. Other fora in which aid effectiveness and harmonization are addressed and promoted include:

- The European Union. An Ad Hoc Working Party on Harmonization (AHWPH) was established as a result of Council Conclusions adopted during the Irish Presidency of the EU. The AHWPH is required to report back to Council by November 2004 on practical measures the EU can adopt to coordinate and harmonise better amongst Member States and the Commission and to ensure that their development cooperation programmes maximise complementarity.
- The Special Programme for Africa (SPA), the Learning Network on Programme Based Approaches (LENPA) and the Nordic Group. The latter comprises Norway, Sweden, Finland, Denmark, Holland, UK and Ireland. All are countries engaging in practical measures to further develop and promote harmonised and more

<sup>1</sup> Fungibility refers to the fact that aid has a displacement effect, i.e. that supporting a particular activity such as education or health, frees government resources for other, unconnected activities.



Ten-year old Liz, in Kumi in Uganda, who wants to be an artist when she grows up Courtesy Anne O'Keeffe

effective forms of aid delivery. The Nordic group has embarked on a "Harmonization in Practice" exercise in Zambia and has developed a Joint Memorandum of Understanding (MOU) for budget support which enables all its members contributing to a particular general budget support programme to sign the same MOU with the partner government.

### **Ireland's Contribution**


Development Cooperation Ireland is an active member of all the networks and groups mentioned above. Over the past ten years, we have been at the forefront of the development of sector programmes and Ireland is considered by our partner governments to be one of the most progressive of their partners. Since their inception, Development Cooperation Ireland has participated in sector or sub-sector programmes in Ethiopia, Tanzania, Mozambique, Uganda, South Africa, Zambia and Lesotho. The sectors covered include Health, Education, Agriculture, Justice and Roads. Ireland provides a proportion of its support to Uganda, Tanzania and Mozambique in the form of general budget support and is proposing to do likewise in Ethiopia. Development Cooperation Ireland is currently participating in a major

joint donor evaluation of General Budget Support which is taking place under the auspices of the DAC. The results of the evaluation will be available in 2005.

### **Conclusion**

Good governance, democracy, security, respect for human rights, effective public administration and sound management of public finances, good policies in key sectors, appropriate public investment, an environment conducive to development of enterprise and private investment - these are all essential to economic and social development, to the reduction of poverty and to the achievement of the Millennium Development Goals. Government plays a key role in establishing these essential parameters and for that reason, it is essential that aid should build the capacity of partner governments rather than undermine it, should foster and encourage local ownership and responsibility for development rather than appropriate it to donor agencies. This is the agenda of aid effectiveness, harmonization and alignment and it is strongly and consistently supported by Development Cooperation Ireland.



A close-up photograph of a group of children, likely in a rural setting. The children are smiling and looking towards the camera. The background shows a woven mat and a blue patterned cloth. The overall mood is positive and hopeful.

Healthy, Happy Bihari  
Children in Khulna,  
Bangladesh  
Courtesy MAPS

# Emergency & Recovery

# EMERGENCY RELIEF AND RECOVERY ASSISTANCE

## Introduction

Each year, natural disasters around the world claim some 60,000 lives, affect some 200 million people and cost roughly €30 billion in terms of economic loss. Many more die as a result of conflict, famine and related crises. The vast majority of humanitarian emergencies occur in low-income countries and global trends indicate that the number of people threatened by disasters is growing by 70 to 80 million per year.

A key objective of Ireland's emergency response is to save and protect lives threatened by natural disasters and man-made crises, in line with best practice and key guiding principles. The link between disaster reduction, emergency relief, recovery and the achievement of the Millennium Development Goals is inextricable.

In 2003, Ireland provided emergency and recovery assistance to over 30 countries throughout Africa (€19.5 million approx); Asia (€4.2 million approx); Middle East (€7.5 million approx) and Central and South America (€200,000). Further assistance was delivered on a regional basis and a number of NGOs (Christian Aid, Concern, Goal, Oxfam, Trocaire and World Vision) received start-up funding to facilitate a rapid humanitarian response to the initial stages of an emergency.

Over €35 million was delivered to meet the basic humanitarian and recovery needs of some of the poorest populations in the world in 2003. An additional €1 million was made available in the last week of December to assist the victims of the Bam earthquake in Iran. A full list of the agencies and programmes funded is outlined in the relevant annexes.

## Africa

In 2003 the African continent remained the primary recipient of Irish Government emergency and recovery assistance. Aid was delivered through experienced and skilled partners such as the World Food Programme, UNICEF, UNHCR, the Red Cross family and non governmental organisations (NGOs). Over 55% of Ireland's emergency and recovery assistance was delivered to Africa in 2003.

**Southern Africa** was the focus of a major international effort to avert famine in 2002 and 2003. This effort was successful in ensuring that a full blown famine was avoided. Ireland played its part through delivering almost €9 million in direct assistance to the people most affected in the region. Equally importantly, Ireland complemented its assistance by political action to heighten awareness of food security issues and developing strategies to determine how needs could best be met at national and regional level. In July 2003 Mr James Morris, Executive Director of the World Food Programme, visited Ireland to discuss food security and development. Mr Morris paid tribute to the work of Ireland in highlighting food security issues and in contributing to the work of WFP.

During the course of the southern Africa food crisis the links between food security and the HIV/AIDS pandemic became even more evident. The pandemic has undermined the traditional coping strategies of families and communities to deal with drought. Communities lose their most productive members and as a result coping capacities and safety nets are greatly undermined. Assets are sold to meet basic needs and funeral expenses mount up. The social fabric of whole societies is fracturing due to the pandemic.

The idea of food insecurity as a temporary crisis is fast disappearing. The problems being experienced in southern Africa will not dissipate with the next good rainy season. HIV/AIDS has heightened vulnerability generally and driven a descent in absolute poverty for millions of the poor and vulnerable. Poor governance, particularly in Zimbabwe, has greatly undermined one of the traditional breadbaskets of the region. Emergencies, recovery and development can no longer be separated as if each is distinct and different. A comprehensive approach to addressing the underlying causes of the ongoing humanitarian crisis is absolutely essential.

The challenges for donors like Ireland are enormous. There are no simple solutions. To break the cycle of vulnerability it is essential to meet immediate needs but also to address the underlying structural causes of poverty. Through a partnership approach, Ireland fully engages with



Governments, communities, donors, NGOs and other development agencies on the basis of Poverty Reduction Strategy Plans (PRSPs). The PRSPs provide a framework for the prioritisation of African resources and policies with the objective of reducing poverty. This comprehensive and African-owned approach by donors, Governments and civil societies stands the best chance of reversing the downward spiral of social and economic indicators.

### **Horn of Africa**

The Horn of Africa continued to receive significant assistance from Ireland in 2003. In early 2003 Mr. Tom Kitt TD, Minister of State for Development Cooperation and Human Rights, visited Ethiopia to view and assess the impact that prolonged drought and food insecurity was having on the country. He met Prime Minister Meles and key UN agencies. Following his visit the Minister of State wrote to his European Union counterparts to call for a redoubling of efforts to address the food deficit. Almost €3.5 million was delivered to the region through the emergency budget and an additional €1 million was allocated to Ethiopia from the Country Budget. Assistance was delivered through a wide range of UN agencies and NGOs. In late 2003 the Government of Ethiopia presented its strategy to tackle the root causes of food insecurity within a five year period in the context of the "New Coalition on Food Security in Ethiopia". Ireland welcomes this approach for tackling food issues in a holistic manner.

In the Sudan, Irish funding provided key NGO partners such as Oxfam and Medicines Sans Frontieres with the means to meet basic health and water needs. Emergency feeding needs were met through working with the World Food Programme and UNICEF. Sudan received over €2.3 million in assistance from the emergency/recovery budgets. A further €1.8 was provided to Irish NGOs (Concern, Goal, Trócaire) for Sudan through the Multi Annual Programme Scheme (MAPs).

### **Launch of the UN Consolidated Appeal Process**

A highlight of 2003 was the launch by the United Nations of its Consolidated Appeals Process (CAP) 2004, in Dublin on 19th November. It was a great honour for Ireland to host this event and was indicative of Ireland's growing reputation in the field of humanitarian action. The CAP provides the UN with an important platform to highlight humanitarian crises throughout the world and to provide a framework for UN agencies to work more closely together.

The theme of the CAP was "**Hear Our Voices**", with the

objective of highlighting the so-called "forgotten emergencies", which have faded from public consciousness or indeed have never been highlighted sufficiently. The CAP Appeal 2004 highlighted 21 countries in crisis across the world. Of these 17 countries are in Africa. The launch in Dublin (the CAP was launched simultaneously in 5 cities) focussed on Sierra Leone, Angola and Tanzania.

At the launch, the Minister of State announced a special package of humanitarian assistance amounting to €6.7 million for the Appeal, one of the largest humanitarian packages ever announced by Ireland. Part of this assistance will be delivered to Sierra Leone and Angola, countries currently emerging from years of conflict. Tanzania, which is a Programme Country, meanwhile receives substantial long term development assistance from Ireland.

Present at the CAP launch were Seamus Heaney, Nobel Laureate and UN Goodwill Ambassador and Ruud Lubbers, UN High Commissioner for Refugees. Senior UN representatives from Sierra Leone and Angola were also present to speak on the situation on the ground in both countries.

"Those voices as I say should be heard with special sympathy in Ireland, because they are the voices that we can also hear if we listen to our own past, a past that has included famine, eviction, and deprivation. A past where the people were often in the situation that the poet WH Auden describes at the beginning of the First World War, in the famous poem, it said "All I have is a voice". That was the sole possession of the majority of the Irish population for generations after the desolation of the famine and the depredations of the 17th century.

One of the simplest, one of the most penetrating, one of the most beloved poems in the Irish language says in its last stanza "Féach anois mé mo chúl le falla, ag seinm ceoil do phocaí folmha" - "Look at me now my back to the wall, playing the music of empty pockets". This, as I say, one of the simplest, one of the most penetrating poems could be the anthem of the Appeals process. The people whom the process is meant to help have their backs to the wall, they have to depend on the resources of their spirit, but it is up to us to hear voices and to respond with our material resources. It is up to us and the whole of the developed world to take cognisance of the beggar at the gate and to throw him more than the scraps from our rich tables. *Seamus Heaney, CAP Launch, 19th November 2003*

## **Iraq**

The conflict in Iraq dominated much of the world headlines in 2003. The humanitarian community received one of its greatest setbacks with the attack on the United Nations Headquarters in Baghdad in August. 22 people died in the bombing, including Mr Sergio Vieira de Mello, the Special Representative of the UN Secretary-General. Mr de Mello had brought a wealth of experience, commitment and ability to Iraq in the humanitarian, recovery and reconstruction processes. The recovery effort suffered as a result of his death and the humanitarian and development community lost a great supporter, champion and advocate.

The offices of the International Committee of the Red Cross were also attacked. This assault was deeply troubling as the mission of the ICRC is to assist war victims on all sides. These attacks seemed to indicate a dangerous blurring in perception between humanitarian and political actors, with a consequent undermining of the key humanitarian principals of humanity, neutrality, impartiality and independence. The issue of how best to follow a humanitarian agenda in a complex political and conflict environment continues to stimulate much discussion amongst humanitarian agencies and their donor counterparts.

Ireland delivered over €5 million in humanitarian assistance to Iraq in 2003. This assistance was focussed on basic needs such as food assistance, water, sanitation and education. Unicef and the Red Cross family were key partners for Ireland as both remained active on the ground during the conflict despite threats to lives and operations.

Ireland was represented at the Donor Conference on Iraq in Madrid in October. At the Conference Ireland pledged up to €3 million to the future humanitarian and recovery needs of Iraq. At the Conference in Madrid Ireland stressed that the recovery and reconstruction process be owned by the Iraqi people and that the UN should be at the heart of the recovery process.

## **Iran**

On 26th December an earthquake struck Kerman Province in south eastern Iran. The epicentre of the earthquake, which measured over 6.3 on the Richter Scale, was near the city of Bam. Over 25,000 people lost their lives and approximately 75,000 were in need of assistance. The city of Bam was almost completely destroyed and reconstruction will take years. The Irish

Government responded within hours to the disaster and released €1 million for immediate humanitarian needs.

The Iranian Red Crescent was one of the first agencies on the scene and saved many lives. Search and Rescue efforts continued for a week as international support in terms of technical assistance and supplies flowed. The response of the Iranian Government to the disaster was particularly effective and underlined the importance of emergency preparedness and local capacity building in responding to emergencies. There are lessons in this for humanitarian practitioners and donors alike. Ireland's contribution was utilised to provide immediate emergency relief. The funds were channelled through the Red Cross/Red Crescent and through the UN system.

## **Good Humanitarian Donorship**

In delivering emergency and humanitarian assistance Ireland seeks to ensure that this is done in line with best practice to obtain optimal impact. Such a policy necessitates a process of continuous monitoring, evaluation and learning. Ireland has increased the level of its own monitoring and evaluation and is currently involved in evaluation of interventions in Malawi and Afghanistan. Ireland also contributes to international research initiatives which are designed to identify practical and workable solutions aimed at responding to constraints faced by relief agencies and workers in the field. In this regard Ireland is working with Concern, the Overseas Development Institute (ODI) and the Feinstein Famine Centre at Tufts University and other partners.

Ireland participated in the Good Humanitarian Donor Initiative launched in Stockholm in June. At the meeting representatives of donor Governments, UN Agencies, the Red Cross family and other organisations involved in humanitarian action met to discuss how best to improve humanitarian action and make it more effective and accountable. The gathering provided a forum for a lively debate and exchange of views. The meeting agreed a final text which set out a series of guiding principles and guidelines to steer humanitarian action. Elements agreed included:

## **Objectives of humanitarian action**

- To save lives and alleviate suffering during and in the aftermath of man-made crisis and natural disasters
- Humanitarian action to be guided by humanity, impartiality, neutrality and independence;



Food supplies arriving at an UNRWA refugee camp. Courtesy Tom Bellew

humanitarian action includes protection of civilians and those no longer taking part in hostilities

#### **Principles-**

- Respect for international humanitarian law, refugee law and human rights
- Humanitarian funding to be allocated in proportion to needs
- Involvement of beneficiaries in design, implementation, monitoring and evaluation of humanitarian response

#### **Financing/Accountability**

- Funding for new crises should not adversely affect ongoing crises
- Regular evaluation including assessments of performance
- Ensure a high degree of transparency in donor reporting


#### **Implementation Plan**

The meeting also agreed an implementation plan which sets out five initial activities as follows: a pilot crisis to which the guiding principles can be applied; humanitarian action to be included in the OECD Peer Review process; harmonising the reporting requirements and management demands placed upon implementing agencies; clarify definitions of humanitarian assistance for reporting requirements and promote Good Humanitarian Donorship widely.

The Stockholm meeting is important in that it established the distinctiveness of the humanitarian agenda, with a common set of agreed objectives, principles and good practice. This is a good template on which to build for the future. Ireland will continue to play a role in the Good Humanitarian Donorship initiative as it moves forward. It will incorporate the outcome within its own policy framework and seek to further the process within the donor community and also with its partners.







Mr. Mgweno, a former farmer and successful beekeeper, now a fishpond owner and fruit producer in Tanzania  
© Development Cooperation Ireland/Pieterella Pieterse

# Partnership with Civil Society

# PARTNERSHIP WITH CIVIL SOCIETY

2003 saw some important developments in Development Cooperation Ireland's engagement with civil society, including the establishment of the new Multi-Annual Programme Scheme (MAPS), new arrangements for supporting the development work of Irish missionaries and the launch of an initiative to explore ways of updating and modernising the programme's role in relation to voluntarism in development in the 21st Century – the Volunteer 21 initiative.

## **Multi Annual Programme Scheme (MAPS) - A new kind of partnership**

The launch by Minister of State Tom Kitt of the Multi Annual Programme Scheme (MAPS) in April 2003 marked an historic milestone in the relationship between the Government and Irish development agencies.

Under the terms of the partnership agreements concluded with the five participating non-governmental organisations (Christian Aid Ireland, Concern, GOAL, Self Help Development International [SHDI] and Trocaire), the Irish Government will provide funding of some EUR117 million over three years to support the long-term development programmes of those agencies in many of the world's poorest countries. The Scheme will mean a significant injection of funds to programmes aimed at reducing poverty, improving availability of and access to education, health, water, sanitation, food and shelter, and, importantly, strengthening the capacity of people in the developing world to pursue their human, economic, and social rights, including the right to live in peace with justice and dignity.

MAPS represents a new type of partnership between Government and civil society. The scheme is operating as a multi-annual (initially three-year) partnership programme between Development Cooperation Ireland and each of the participating NGOs. For the participating NGOs there are obvious benefits. Predictable budgetary frameworks mean that they can plan and implement longer-term development programmes with more certainty, that they can operate with greater flexibility and that they can aim to ensure greater sustainability. Crucially, they will be able to pass on these same benefits to local partner organisations. This will strengthen the capacity of local civil society and community actors in the developing world to play an enhanced role in the development of their own communities.

The advent of the MAPS, with its emphasis on a programmatic approach concentrating on the measurement of impact, enables participating agencies to make a real and sustainable difference in the lives of poor people in the countries in which we work. Within the framework provided by the MAPS agreement, we look forward to working closely with Development Cooperation Ireland on these issues over the coming years' - Justin Kilcullen, Director, Trocaire, April 2003.

## **Missionaries in Partnership with Development Cooperation Ireland**

The work of Irish missionaries in the developing world covers a broad spectrum of areas including:

- Health Care - Primary and Curative
- HIV/AIDS prevention and treatment
- Formal and informal education
- Capacity-building of local communities
- Care of the Earth and its resources
- Agriculture and Food Security
- Humanitarian Relief Work
- Human Rights, Justice and Peace Programmes
- Conflict Resolution

Today Irish missionaries face new and urgent challenges. The challenge to respond to the needs of the poor is constant. Numbers of missionaries have declined by over 50% since 1990, underlining the need for the missionary movement to develop and put in place appropriate transition strategies with local counterparts. Some work, begun by missionaries, has already been handed over and is carried on today by local organisations, in many cases by local congregations and the local Church. In other cases the process of transition has only just begun.

In 2002 the Ireland Aid Review Committee acknowledged that "the historical roots of the Ireland Aid programme lie in the remarkable work which has been carried out over many years by Irish missionaries" and recommended that "... a special effort should be made to support the development work of Irish missionaries who have been active in the poorest countries of the world for the best part of a century and who are making an invaluable contribution to the alleviation of poverty and suffering".



In order to facilitate this support for the development work of Irish missionaries, Development Cooperation Ireland and the Agency for Personal Service Overseas (APSO), in consultation with the Irish Missionary Union (IMU), pursued a process aimed at moving towards a block-funding mechanism for missionaries.

Following considerable consultation, the Irish Missionary Resource Service (IMRS) was founded in order to coordinate the Government's funding support for missionaries in their work in poverty reduction and development.

Throughout 2003, progress continued towards the finalisation of arrangements for the block-funding of the missionaries' work through the IMRS, in a way that will allow this new body to play a central role in effecting good missionary development policy and practice.

Development Cooperation Ireland have a special commitment to helping Irish missionaries in the successful facilitation of transition processes. Together, Development Cooperation Ireland and the IMRS will collaborate to ensure that this transition of projects to local ownership is effected successfully by the missionary organisations over the next number of years, thus ensuring the sustainability of the work begun by the missionaries well into the future.

'On behalf of the missionaries abroad, the IMRS welcomes the support and facilitation of Development Cooperation Ireland and looks forward to a rich, rewarding and collaborative relationship' - Sister Noelle Corscadden, Chairperson, Irish Missionary Resource Service, May 2004.

### **Strengthening partnerships**

The Civil Society Section also took the lead in terms of the programme's strategic dialogue with civil society partners, including the relationships with key NGO partners, the engagement with the Irish missionary movement and the crucial partnership with the Irish umbrella body for development agencies, Dóchas.

### **Financial support to civil society**

Development Cooperation Ireland administers a range of schemes and funding lines which offer significant and flexible support to NGOs, missionaries and other civil society partners for work in the developing world.

Civil Society organisations also benefited in 2003 from support channelled through the Agency for Personal Service Overseas (APSO) for expenses related to volunteer assignments (further information available in APSO's own annual report) and from project funds for development education channelled through the Development Education Unit in Development Cooperation Ireland.

Details of funding provided through the various programmes and schemes administered for supporting civil society are set out in the annexes to this report.

In addition, civil society organisations are able to avail of a tax deductibility scheme from the Revenue Commissioners.

Further funding is channelled indirectly to organisations through the expenditure programmes of international aid organisations to which Development Cooperation Ireland contribute such as the EU and UN agencies.

### **NGO Co- Financing Scheme**

The NGO Co- Financing Scheme provides grants to Irish and Irish-linked NGOs to assist them in their development activities in the poorest regions of the world. During 2003 the Scheme supported a large number of interventions which focused on projects designed to meet basic needs in Development Cooperation Ireland's priority sectors.

Projects supported under this scheme are resulting in:

- increased access for thousands of people in sub-Saharan Africa to primary health care,
- villages and communities being able to access clean drinking water and hygienic sanitation services,
- hundreds of young girls being able to go to primary school for the first time ever, and,
- benefits for many more families through training, income generation schemes and urban and rural community development programmes.

The NGO Co-Financing Scheme comprise four funding instruments:-

- the Multi-Annual Programme Scheme (MAPS) – see separate feature
- the Block Grant Scheme with a number of larger NGOs such as Oxfam, Action Aid and WorldVision.

A young child in Timor-Leste. Courtesy Seán Hoy





- The Main Co-financing Scheme which supports a range of other Ireland-based NGOs including Gorta, Aidlink, Concern Universal/Children in Crossfire, Bothar and others, and
- the In-Country Micro Projects Scheme which, as the name suggests, supports local grass roots initiatives and is operated by Irish Embassies overseas.

Projects funded under these Schemes in 2002 targeted poverty alleviation, gender, income generation and employment creation, meeting basic needs and providing leadership training at community level. Emphasis is placed on the principle of community participation at all stages of project design and implementation.

In all, more than the equivalent of €35m was channelled through these schemes in 2003, an increase of more than €10 million over 2002, illustrating the programme's commitment to increasing its support for quality work by NGOs and missionaries .

### **Block Grant Arrangements**

Oxfam Ireland, World Vision Ireland and Action Aid Ireland were the three agencies supported through Block Grant arrangements in 2003, receiving a total of €2 m towards their development work programmes – increased support of 33% in each case over the support provided in 2002. These Block Grant arrangements enable the NGOs to undertake longer term development projects, including the capacity-building of local partners. The grants provided by Development Cooperation Ireland were utilised in a variety of sectors from primary health care, rural development, education, community development, street and vulnerable children, water and sanitation and HIV/AIDS. Over one million people directly benefited from the support provided by Development Cooperation Ireland through the Block Grant-funded activities undertaken by these organisations. Many more thousands of people benefited indirectly through greater access to goods and services provided by project participants and to additional training provided by the trained project and community leaders.

### **Main Scheme**

The support provided under this component of the scheme through Irish and Irish-linked NGOs related to projects in some of the most remote areas of the world where basic facilities such as water/sanitation, health care and education are absent or difficult to access.

Full details of projects supported are contained in an annex to this report.

### **In-Country Micro Projects**

The in-country micro-projects funding is aimed at supporting small-scale development work by indigenous NGOs in developing countries where Ireland has diplomatic representation or accreditation. These include: Bangladesh, Ethiopia, Egypt, Ghana, India, Lesotho, Mozambique, Nigeria, South Africa, Tanzania, Uganda, Zambia, China, the Philippines and Palestine.

In Development Cooperation Ireland, programme countries' support for local civil society is being incorporated into Country Strategy Papers (CSPs), in order to ensure coherence between such support and overall national development priorities.

### **HIV/AIDS Partnership Scheme (HAPS)**

Development Cooperation Ireland fully recognises the global impact of HIV/AIDS, the extent of the crisis and the threat the epidemic poses to hard-won development gains in the poorest countries of the world. It is strongly committed to providing adequate and increasing financial assistance for HIV/AIDS prevention, care and support, and impact mitigation through a broad range of mechanisms and responses. Development Cooperation Ireland is further committed to developing partnership approaches with NGOs to improve HIV/AIDS institutional response, strategy development and capacity for action.

The HIV/AIDS Partnership was developed as an interim mechanism to enable NGOs access Development Cooperation Ireland funds in response to the HIV/AIDS pandemic. The scheme is designed to strengthen Development Cooperation Ireland's partnership approach to working with Irish-based NGOs and to support and develop their strategic response to the HIV/AIDS crisis.

Full details of funding provided to NGOs participating in the HAPS are given in an annex to this report.

# AGENCY FOR PERSONAL SERVICE OVERSEAS (APSO)

APSO, a state-sponsored body, was established in 1973 with the multi-faceted role of volunteer placement, training for development and co-financing of personnel support in developing countries. APSO's mandate and future were considered by the Ireland Aid Review

Committee. The Review Committee recommended that APSO should be integrated on a carefully planned and phased basis into Development Cooperation Ireland. The integration process got underway in 2002 and was completed in January 2004.



Minister of State Tom Kitt TD, speaking at the launch of the Development Cooperation Ireland website. (photo: Maxwells)

# A NEW FOCUS ON HUMAN RIGHTS AND DEVELOPMENT

In 2003 Development Cooperation Ireland strengthened its approach to the relationships between human rights, democratisation and better governance, and poverty reduction and economic and social development.

The 2002 Report of the Ireland Aid Review Committee had recommended a new policy focus on governance, democracy and human rights in the developing world, specifically:

*Enhanced attention, underpinned by additional resources, in the planning of future country strategies. All aspects of governance, democracy and human rights should continue to be an essential part of the dialogue between Ireland Aid and its partner governments. In particular, increased resources should be made available to support public sector reform and anti-corruption measures, to strengthen financial management systems and in general to promote better governance in partner countries.*

*Second, there should be ongoing consultation with NGOs on these issues, both in the context of the Development Forum and otherwise.*

The situation now is that, in programme countries, governance is recognised in all programmes and strategies as a priority area of engagement. A variety of interventions are ongoing, aimed at improving governance and accountability in partner countries and combating corruption. The principles of respect for human rights and democratisation are considered as cross-cutting issues in all bilateral programme areas.

Since the adoption of the recommendations of the Review, there has been strengthened consultation and partnership with NGOs on these issues. Through the Multi Annual Programme Scheme (MAPS), significantly increased resources are being channelled to the work of partners such as Trocaire and Christian Aid Ireland to support their work and that of their partners in many parts of the world. Interventions being supported include efforts by indigenous communities to achieve equal rights in Central America; campaigning for a transparent and accessible judicial system in Colombia; seeking justice for

victims and survivors of the genocide in Rwanda and promoting more open and accountable Government throughout sub-Saharan Africa.

The Partnership Monitoring Committee process, established under MAPS to enhance dialogue with NGO partners, enables regular and in-depth exchanges of views on general policy issues and on specific countries and cases of concern. Similarly, Development Cooperation Ireland has emphasised to NGO partners the importance it attaches to the mainstreaming of human rights concerns by its partner NGOs, and has participated actively in and supported the work of the Dochas Working Group which is exploring issues around a Rights Based Approach in Development.

Development Cooperation Ireland is also an active participant in the Department of Foreign Affairs-NGO Standing Committee on Human Rights which is a very effective forum for engagement with NGOs on issues around human rights and developing countries.

Through the framework of the Human Rights and Democratisation Scheme, Development Cooperation Ireland continues to provide significant additional resources for projects aimed at improving grass roots-level understanding of these important issues and promote progress at national levels. It has taken the opportunities which this scheme offers to consult on a regular basis with partner NGOs. These NGOs include Irish-based, International and Southern NGOs. Frequently during 2003 meetings were held at Development Cooperation Ireland headquarters and its officials attended events organised by partner NGOs aimed at strengthening the sharing of information on approaches between Development Cooperation Ireland and NGOs on human rights issues of importance and concern.

The provision of financial support through the Human Rights and Democratisation budget line to a number of key NGOs working in the human rights sphere has provided the opportunity to engage with these partners in a wide range of situations. For example, Development Cooperation Ireland has recently concluded a three year agreement with the Irish NGO, FrontLine, to support



The Adele Gose Salen Primary School was built by Self Help Development International with the support of Development Cooperation Ireland in Ethiopia. In 2003 a library was added to the school building, providing its pupils with access to vital educational materials for the first time. Courtesy H. McDonagh, SHDI

activities in a broad range of countries to assist the work of human rights defenders. It has underlined the importance which it attaches to its relationship with FrontLine and has proposed that regular meetings be held with the NGO to update on developments with FrontLine's partners and on the general environment pertaining to the work of Human Rights Defenders. Similarly, individual country human rights situations are discussed through project support relationships undertaken by Development Cooperation Ireland in countries as diverse as Peru, Burundi, and Burma.

The two meetings of the Development Forum which took place in 2003 addressed issues of governance, democracy and human rights. The Forum is designed to enhance policy dialogue between NGOs and Development Cooperation Ireland policy-makers at both the political and official levels. Responsibility for setting the agenda for

the Forum has been shared by Development Cooperation Ireland and the NGO representatives, within the aegis of the Advisory Board.

Development Cooperation Ireland also attaches high priority to the issues of governance, human rights and democratisation in its multilateral relationships, providing ongoing support to UN and EU initiatives in this regard. The Office of the UN High Commissioner for Human Rights is one of our main UN partners and funding from Ireland to its worldwide programme represents one of our most significant voluntary contributions. Development Cooperation Ireland also participates actively in discussions within these fora on policy matters in these areas including, for example, through the OECD Governance network and the EU working groups on Human Rights and funding to support human rights interventions.



# NEW CHALLENGES 4

## DEVELOPMENT AND DISABILITY

### **C. O'Brien, D. Hayes, J. Kelliher, Development Cooperation Ireland**

Disability issues have come increasingly to the fore in recent years, mainly as a result of the efforts of disabled people who have demanded the right to participate fully in their societies. For example, 2003 was the "European Year of People with Disabilities". In developing countries the challenge is particularly acute, with many people from marginalised or vulnerable communities competing for very limited resources. Empowering all people to fulfil their right to full participation in society is an issue to which Development Cooperation Ireland will continue to give a high priority.

*' In the past two years my life had been reduced to waking up in the morning and waiting hard for the dark to come so I could go to bed. Now, since I have an assistant, my life has started to make sense again.'*

### **- User of the Personal Assistance Service in Serbia, funded by Development Cooperation Ireland and implemented by the Centre for Independent Living and the Catholic Relief Service.**

#### **Funding**

In 2003, Development Cooperation Ireland provided over €1,900,000 in funding to NGOs, missionary organisations and international organisations for projects and programmes directly addressing the needs of people with disabilities in developing countries.

In 2003, Development Cooperation Ireland provided €1 million in core funding to the Halo Trust NGO for demining activities. Funding of €390,000 was also provided to Handicap International for landmine projects.

Specific examples of funding under the NGO Co-financing scheme include €88,000 for the development of a school for the deaf in Nigeria. World Vision was provided with €65,000 for an integrated education project for children with special needs in Armenia. Action Aid Ireland received €25,000 towards the construction of an orthopaedic workshop in Nepal.

The in-country micro project scheme provided €80,000 for three projects in India supporting autism, physical handicap

and leprosy projects. Support was also provided for a river-blindness control programme in Nigeria, a society for those with intellectual disabilities in Lesotho and occupational therapy services in Tanzania for children with disabilities.

In 2003, the Missionary Development Fund provided funding including €50,000 to Nkokonjeru Providence Cheshire Home in Uganda through the Franciscan Missionary Sisters for Africa. €58,769 was provided through the Vincentian Order to a primary school for deaf pupils in Nigeria. Funding of some €220,000 for personnel working in the disability area in developing countries was provided in 2003.

In addition, the Balkans and CIS Desk is supporting a joint Catholic Relief Services Centre for Independent Living Programme in Serbia for the years 2003-2004. Development Cooperation Ireland is providing €457,000 over that period towards initiatives supporting independent living and full civic participation of disabled people and their associations in Serbia.

At the Multilateral level, the Government contributes to a number of UN bodies involved in the promotion of human rights and development. Ireland is a major donor, for example, to the Office of the High Commissioner for Human Rights. In 2003 we contributed €2.539million to this office, €250,000 of which was earmarked for work in the area of HIV/AIDS, gender and disability.

In partnership with the International Labour Organisation, DCI has provided funding of €1.4 million since 2001 towards the ILO programmes - developing entrepreneurship among women with disabilities, employment of people with disabilities, the impact of legislation. In 2003, this funding amounted to €483,000.

Under the Human Rights and Democratisation (HRD) Scheme, funding amounting to €172,020 was sanctioned to UNDP from May 2002 for a three year project aimed at increasing public awareness and enhancing the protection of the rights of persons with disabilities in China.





Two little sisters, delighted with their new school uniforms.

# Multilateral Development Assistance





# UNITED NATIONS

In 2003, Development Cooperation Ireland contributed over €40 million in voluntary contributions to its key partners in the United Nations, including the UN Development Programme (UNDP), UNICEF, the UN High Commission for Refugees, UNAIDS, the Office of the UN High Commissioner for Human Rights, the UN Population Fund (UNFPA) and the World Health Organisation.

As its funding of UN Funds, Programmes and specialised agencies has increased, Development Cooperation Ireland has intensified its monitoring of their performance and developed more sophisticated criteria to support decisions on allocations. Among the criteria used are poverty focus, management strength, commitment to UN reform, coordination with other agencies, evidence from results based management systems and internal and external evaluations.

Development Cooperation Ireland's funding of the UN Development Programme (€12m in 2003) was a particular focus of attention. In July 2003, a high level delegation from UNDP visited Dublin for consultations on UNDP's operations at country level, including on issues such as UN reform, UNDP's role in the fight against HIV/AIDS and in promoting human rights.

In recognition of Ireland's increasing importance as a donor to United Nations development programmes, the UN decided to have the global launch of the 2003 UN Human Development Report in Dublin. The 2003 Report "*A compact among nations to end human poverty*" was launched by the Taoiseach in Dublin on 8 July 2003. Other participants at the launch included Mr. Tom Kitt T.D., the Minister of State for Development Cooperation and Human Rights, Mr. Mark Malloch Brown the Administrator of the UN Development Programme and Bono. The 2003 Human Development Report expressed concern over the faltering progress of many poor countries, particularly in sub-Saharan Africa, towards the Millennium Development Goals and called for a new partnership between rich and poor nations to accelerate progress.

In December 2003, Mr. Ruud Lubbers, the UN High Commissioner for Refugees paid the first ever official visit to Ireland by a High Commissioner, at the invitation of Minister of State Kitt. Again, this visit was in recognition of Ireland's increased importance as a donor to UNHCR. Mr. Lubbers had meetings with the Taoiseach, the Minister for Justice, Equality and Law Reform and Minister of State Kitt.

In December 2003, Ireland completed a two year term of office on the Executive Board of UNICEF. During its term of office, Ireland focussed on such issues as the quality of UNICEF's annual reports and the move to results-based budgeting, UNICEF's role in the fight against HIV/AIDS, particularly in relation to support for orphans and vulnerable children and the need to strengthen UNICEF's cooperation with other UN Funds, Programmes and specialised agencies.

In addition to allocating and monitoring funding to the UN organisations, Development Cooperation Ireland promoted Ireland's development policies at meetings of the UN Economic and Social Council and at UN conferences. In July 2003, Minister of State Kitt addressed the UN Economic and Social Council at its Ministerial High Level meeting in Geneva on the theme of: "Promoting an integrated approach to rural development in developing countries for poverty eradication and sustainable development."

In October 2003, Minister of State Kitt attended the High Level Ministerial Meeting of the UN General Assembly to follow up the implementation of the Monterrey Consensus adopted at the International Conference on Finance and Development in March 2002.

In December 2002, the Taoiseach headed the national delegation to the World Summit on the Information Society in Geneva. The Taoiseach addressed the Summit highlighting the role Information and Communications technologies had played in Ireland's economic development, and the new Development Cooperation Ireland strategy on ICTs and development. The World Summit, which will conclude with a second Summit meeting in Tunisia in November 2005, agreed a Declaration of Principles and a Plan of Action focussed on bridging the digital divide between developed and developing countries and dealing with new issues arising in the information society.

In addition to its support for the development activities of the United Nations, Development Cooperation Ireland continued to intensify its engagement with the World Bank. In January 2003, Mr. Jim Wolfensohn, President of the World Bank, paid his first visit to Ireland. Mr. Wolfensohn had meetings with the Taoiseach, the Minister for Finance and with Minister of State Kitt. In response to an invitation from Mr. Wolfensohn, the





(left to right) Taoiseach Bertie Ahern, TD, Bono, and Minister of State Tom Kitt TD, at the Irish launch of the UNDP Human Development Report 2003 (photo: Maxwells)

Taoiseach delivered the World Bank Presidential lecture at the Headquarters of the Bank in Washington in March 2003. The Taoiseach's speech – "globalisation, partnership and investment in people: Ireland's experience" – focused on key lessons from Ireland's own development experience of interest to developing countries. The speech attracted considerable interest from both the Bank and developing countries. By way of follow-up, Development Cooperation Ireland and the World Bank are now collaborating on the development of a programme which will include discussions between the Bank, developing countries and experts from Ireland, on issues arising from Ireland's transformation into a knowledge economy.

Both Mr. Wolfensohn's visit, the Taoiseach's speech and attendance by Development Cooperation Ireland at the Spring and Annual meetings of the Bretton Woods Institutions were used to promote Ireland's national policy on the debt burden on the world's poorest countries.

Ireland's view that the current Heavily Indebted Poor Countries Initiative is flawed, particularly in the criteria used to define sustainable debt levels, and our view that total debt cancellation is an objective we can support, is now particularly relevant, given that many of the countries emerging from the HIPC debt relief process continue to have unsustainable debt levels.

As the discussions at the Bretton Woods Institutions intensify, both on the issue of long term debt sustainability, and on the triggering of the HIPC sunset clause in December 2004, Development Cooperation Ireland will continue to promote the Government's position on debt and on the need for the multilateral debt relief process to be based on human development indicators, rather than purely economic indicators.

# UN AGRICULTURAL AND FOOD AGENCIES

## 1999 Food Aid Convention

During 2003 the members of the Convention agreed to extend the validity of the Convention for another two years to June 2005 and preliminary consideration was given to the possible renegotiation of the Convention. Ireland's contribution under the Food Aid Convention, a cash donation of €1,523,6860, was paid to the World Food Programme.

## UN Food and Agriculture Organisation (FAO)

The Food and Agriculture Organisation (FAO) is the main UN agency for agriculture, fisheries, forestry and rural development. It works towards the alleviation of hunger and poverty through promoting agricultural development, food security and raising nutritional standards. During 2003 FAO continued its usual schedule of technical meetings covering a wide range of issues.

As part of the resolution following the World Food Summit five years later (2002), an Intergovernmental Working Group was set up to agree a set of voluntary guidelines on the right to adequate food. The process is intended to provide guidance to States in achieving the progressive realisation of the right to adequate food. Ireland participated in the two initial sessions of the working group.

During 2003 the FAO Conference included round table Ministerial Sessions on the WTO and the Doha development round, water and food security, and food safety. Minister Noel Treacy participated on behalf of Ireland in the round table on WTO.

In addition to the provision of the annual subscription to FAO of €882,809.98, Ireland donated extra budgetary funding as follows:

€151,000 was provided to FAO, under the Umbrella II programme, to work directly with Tanzania in building human resource and institutional capacity to take advantage of trading opportunities.

€60,000 was provided to assist with the cost of running meetings for the implementation of the International Treaty on plant genetic resources and to help support the

participation of representatives from developing countries. €50,000 was also provided to the FAO/WHO Codex Trust Fund to support enhanced participation by developing countries in Codex Alimentarius, the Global Food Standards Organisation.

A further €500,000 was provided to the FAO from Development Cooperation Ireland's Emergency and Recovery budgets. €100,000 of this was provided to the FAO in response to an appeal by the Government of Tanzania for food, seeds and fertiliser and the remaining €400,000 was provided in response to the 2003 Consolidated Appeals Process for Sierra Leone. The key objective of these initiatives will be to contribute to the restoration of household food security and livelihoods to ensure people's right to food through the stimulation of agricultural production and the rural economy.

This brings Ireland's total funding to the FAO in 2003 to €1,643,809.

## UN World Food Programme (WFP)

The World Food Programme (WFP), established in 1963, is the principal United Nations organisation devoted to countering world hunger. The WFP targets vulnerable populations in least developed and low-income countries where victims of natural disasters and conflicts, refugees and Internally Displaced Persons (IDPs) face food shortages. The WFP relies upon voluntary contributions to finance its humanitarian and development work. Governments, businesses and individuals contribute in the form of cash, food, or provide the facilities to grow, store and cook food. Ireland's funding is provided in cash and is thus very useful for purchasing locally and providing a stimulus to local economies.

The WFP is now the single largest humanitarian recovery partner of Ireland and in 2003 Ireland's total funding amounted to €8.97million, of which €4.54m came from Development Cooperation Ireland. The majority of this funding came from the emergency and recovery budgets to assist emergency feeding programmes in Liberia, Uganda, Eritrea, Iraq, Zimbabwe, Sudan and Timor-Leste. The remaining €4.43m came from the Department of



The Farmers' Field School in Ethiopia's Dendi District works in partnership with local farmers and the Ethiopian Agricultural Research Institute, to research potato cultivation and identify methods of improving output. The venture is supported by Self Help Development International and Development Cooperation Ireland, and also has the backing of the International Fund for Agricultural Development (IFAD), and the International Potato Institute (CIP) in Peru. Courtesy G. Jacob, SHDI

Agriculture and Food. During 2003 Ireland took a seat on the World Food Programme Executive Board for the first time. In July of that year the Executive Director of the WFP, Mr James Morris, visited Dublin, where he met the Minister of State; they had useful exchanges on issues of importance, including recurrent food crises in Africa and the impact of HIV/AIDs on world hunger.

### **International Fund for Agricultural Development (IFAD)**

The International Fund for Agricultural Development (IFAD) is a specialized agency of the United Nations that was established as an international financial institution (IFI) in 1977 in response to the food crises in Africa during the early 1970s. As an international financial institution IFAD is primarily a lending institution, although it does provide small amounts of grant funding. Its total current loan portfolio stands at US\$6.1bn. In 2002 IFAD concluded loan agreements to the value of US\$366m and disbursed US\$24m in grants. Of the loan funding 19.3% was allocated to Western and Central Africa and 16.8% to Eastern and Southern Africa. IFAD loans to Development Cooperation Ireland bilateral programme countries in Sub-Saharan Africa total US\$600m, covering some 20 agricultural projects.

Development Cooperation Ireland provides support to IFAD through two mechanisms. It contributes directly to IFAD core funding for lending purposes and, through a supplementary funds Agreement, provides funding that can be used for grant elements of projects in Development Cooperation

Ireland bilateral programme countries. Development Cooperation Ireland's current supplementary funds Agreement was signed in 2001 with a commitment to provide €1.27m million per year for a four year period (2001-2004). Programmes supported have included development programmes in irrigation, agricultural marketing systems and district development support programmes in Tanzania, Ethiopia and Uganda. Funding of €1million was approved in 2003 towards an IFAD programme for the creation and management of a credit fund to support agriculture markets (FAMA) in Mozambique.

Ireland's contribution to the 6th replenishment of IFAD core funds, which will fund IFAD from 2004 to 2006, is €1.17m. Pledges from all countries to the replenishment total approximately US\$490m.

Ireland is currently a member of the IFAD Executive Board, from January 2003 until December 2005 and is actively using this important opportunity to influence IFAD's engagement at Development Cooperation Ireland programme country level by way of promoting a stronger IFAD involvement in country level processes for policy formulation and aid co-ordination, such as Sector Wide Approaches and Poverty Reduction Strategies. This will improve the quality, effectiveness, impact and sustainability of IFAD-funded investments and also improve the environment in which Development Cooperation Ireland delivers its development assistance to agriculture and rural development in its programme countries.

# EUROPEAN UNION

The European Union is by far the largest donor of development assistance in the world and provides more than half of all aid donated.

## **ACP-EC Cotonou Partnership Agreement**

The Cotonou Agreement, which was signed between members of the African, Caribbean and Pacific group of states (ACP) and the European Community in Cotonou, Benin, in June 2000, entered into force on 1 April 2003.

## **European Councils**

The European Council in Brussels on 20/21 March 2003 underlined that the Union was actively committed to keeping its leading role in promoting sustainable development on a global scale by translating into concrete actions the political objectives agreed in Johannesburg, Doha and Monterrey.

At Thessaloniki on 20/21 June 2003, the European Council reaffirmed its commitment to combating HIV/AIDS, tuberculosis and malaria with a view to their eradication. It welcomed the rapid start-up of the activities of the Global Fund to fight HIV/AIDS, tuberculosis and malaria and affirmed its determination to enable this multilateral instrument to bring high-quality, affordable prevention, care and treatment to poor people in developing countries.

## **General Affairs and External Relations Council [GAERC]**

### **May 2003**

At the May 2003 General Affairs and External Relations Council, EU Development Cooperation Ministers held an exchange of views on a range of issues including the report of the Commission on the follow-up to the Monterrey International Conference on Financing for Development in 2002; the untying of aid, with the aim of breaking the link between the granting of aid and the purchase of goods and services in the donor country by means of that aid; the Commission's development policy work programme for 2003; progress in relation to the reform of the management of aid; and a Commission Communication on the establishment of an EU Water Fund.

The Council also agreed two draft Regulations providing for €351 million of aid for measures to combat poverty diseases – HIV/AIDS, malaria and tuberculosis – and €73.95 million of aid for policies and actions on reproductive and sexual health and rights in developing countries. These Regulations are part of the European Union's contribution to meeting two of the eight Millennium Development Goals aimed at halting the spread of HIV/AIDS, malaria and other major diseases by 2015 and reducing the maternal mortality ratio by three-quarters between 1990 and 2015.

### **November 2003**

At the November 2003 General Affairs and External Relations Council, EU Development Cooperation Ministers approved a draft Decision, to be adopted by the ACP-EC Council of Ministers, on the use of European Development Fund resources for the creation of a Peace Facility for Africa. The Commission indicated an intention to propose a budget of €250 million early in 2004 which would enable the Peace Facility to become operational before the end of 2004.

The Council held a policy debate on a Commission report on the Community's development cooperation policy and implementation of the EU's external assistance in 2002 which attached particular importance, inter alia, to complementarity between bilateral, multilateral and EC assistance and coherence between the objectives of EC development policy and other EU policies.

The Council also adopted Conclusions arising from a Commission Communication on the EU's strategy in support of better governance in developing countries.



# CO-FINANCING WITH MULTILATERAL AGENCIES

The following is a summary of the multilateral agencies with which Development Cooperation Ireland had co-financing arrangements during 2003.

## **African Capacity Building Foundation**

The African Capacity Building Foundation (ACBF) is an independent development funding institution, which seeks to enhance public sector performance and effectiveness and strengthen regional institutions in Africa. Ireland became a member of the ACBF in 2001 for an initial two year period and in 2003, agreed to a further five year partnership programme. Funding of €1million was disbursed to ACBF in 2003.

## **Association for the Development of Education in Africa (ADEA)**

ADEA is a partnership of African Ministers of Education, representatives of funding agencies (bilateral / multilateral / NGOs) and professional educators and researchers.

Through its various Working Groups, ADEA provides for policy dialogue, consultation and joint planning between Ministries of Education, donors and other stakeholders. In 2003, Development Cooperation Ireland provided total funding of €317,000 to ADEA for these working groups.



Abdu Bona, chairman of Mshikamano mat making group in Tanzania. © Development Cooperation Ireland/Pieterella Pieterse

### **Consultative Group on International Agricultural Research (CGIAR)**

CGIAR is an informal association of 52 public and private sector members, from the Southern and Northern hemispheres, whose mission is to contribute through research to sustainable agriculture for food security in developing countries. CGIAR is co-sponsored by the FAO, UNDP, UNEP and the World Bank. CGIAR works on the formulation and implementation of a research agenda, carried out by a network of 16 international agricultural research Centres, whose work it supports. In 2003, the funding provided to CGIAR was €2.37million. The Centres supported were the International Livestock Research Institute (ILRI), the International Food Policy Research Institute (IFPRI), the International Centre for Research in Agroforestry (ICRAF) and the International Water Management Institute (IWMI).

### **International Institute of Education Planning (IIEP)**

International Institute of Education Planning (IIEP) is an organisation actively working in the area of education research and planning. It is an integral part of UNESCO. The IIEP's mission is to aid countries to build the capacity to design, deliver and manage the education of its people and to bring knowledge to bear on education. An agreement to provide €762,000 over a three-year period was negotiated in 2001. The IIEP received funds of €254,000m in 2003.

### **International Fund for Agricultural Development (IFAD)**

IFAD is a specialised UN development agency which aims to provide developing countries with concessional loans for financing projects in the field of food production. In 1997, Development Cooperation Ireland established a programme of cooperation with IFAD, involving an annual contribution of approximately €1.27m for suitably identified programmes in each of the four years 1997-2000. A key component of the partnership between IFAD and Development Cooperation Ireland is knowledge-sharing, whereby IFAD activities and experiences on food security issues can contribute to the formulation of Development Cooperation Ireland policy. A second four-year agreement (2001-2004) continuing the annual contribution of €1.27m per year was signed in 2001. In 2003, funding from a previously agreed programme of assistance which did not commence was re-allocated to two programmes in Mozambique and Uganda.

### **International Labour Organisation (ILO)**

The overall objective of the Development Cooperation Ireland–ILO Partnership Programme is to create greater opportunities for women and men to secure decent employment and income. Within this broad context the programme focuses on the creation of quality jobs through women's entrepreneurship development, enhanced employability of the disabled and employment intensive investment in public infrastructure. In 2003, a new component, The Special Action Programme against Forced Labour (SAP-FL) was added to this partnership. This newest component combats all forms of slave, bonded, coercive and child labour, globally. Total funding of €1,640,591 was disbursed towards the Partnership Programme activities in 2003.

### **African Management Services Company (AMSCO)**

AMSCO was established in 1989 as a joint initiative of the United Nations Development Programme (UNDP), the African Development Bank (AfDB) and the International Finance Corporation (IFC). AMSCO offers customised training services to local managers and staff to upgrade their skills, improve their performance and productivity and supplies experienced managers and technical personnel to small and medium-sized private companies in Africa. Development Cooperation Ireland signed an agreement to fund AMSCO to the value of €1.9m over the three year period 2002-2004, the second payment of €634,869 due under this agreement was made in 2003.

# NEW CHALLENGES 5

## THE DEVELOPMENT DIMENSION OF THE WTO TRADE TALKS

### **J. Morahan, Development Cooperation Ireland**

Ireland is a significant and generous donor to developing countries with our current level of ODA standing at 0.41% of GDP. Clearly, Ireland's generosity in development aid, with its sharp focus on poverty reduction, should be matched by a strategy to ensure that global trade is an equally effective tool in the fight against poverty in developing countries. Developing countries must be facilitated and supported toward their fullest participation, on an equal and fair basis, in the global trade system if the Millennium Development Goal of combating poverty is to be achieved by the target date of 2015.

### **Developing countries in the global economy**

Ireland's approach to the relationship between trade and development is based on the recognition that increasing an economy's integration into the global economy can have very significant and positive benefits for development. We also recognise that high economic growth rates can be amongst the most effective ways of reducing poverty. It has been calculated that the forty-nine poorest countries in the world earn eight times more from trade than they receive in overseas development aid. According to a recent World Bank analysis, more rapid growth associated with a global reduction in trade protection measures could reduce the number of people living in poverty by as much as 144 million people by 2015, and make a valuable contribution to meeting the Millennium Development Goals.

### **Pro-poor Growth**

Ireland is also conscious that increased trade and increased economic growth are necessary, but not sufficient, conditions for achieving reduction in poverty in developing countries. The growth must be pro-poor and the fruits of this growth in economic development must be distributed fairly across society and not just benefit particular and privileged segments of the population.

### **Trade and Policy Coherence**

The relationship between trade and development presents donors with the challenge of pursuing harmonious policies in both these areas. The Report of the Ireland Aid Review Committee, endorsed by the Government in 2002, established the principle that

Ireland's Development Co-operation programme should strive for policy coherence, internally within the programme, with Irish foreign policy, with other Irish Government policies and with other donors and multilateral organisations:

*"Efforts should be made to ensure that the positions taken by Ireland in international negotiations on, say, agriculture, trade, the environment or fiscal matters are congruent with what the country is attempting with its development aid programme"*

By way of implementing this key principle for Development Co-operation Ireland, Minister of State Tom Kitt was part of the Irish Ministerial team representing Ireland at the WTO Ministerial Meeting in Cancun in September 2003. This was the first time that an Irish Minister with responsibility for the development portfolio participated in such a meeting. This reflects the importance that the Government attributes to international trade as a means of achieving our development objectives of reducing poverty and inequality.

### **Doha Development Agenda**

The most fundamental objective of the WTO Doha Development Agenda (DDA), launched in November 2001, is to further the integration of developing countries' and Least Developed Countries' (LDCs) economies into the global trading system. However, many developing countries and LDCs have understandable concerns that a multilateral trading system will have severe negative effects on their economies. Ireland believes that the Doha negotiations need to result in real benefits for these countries if these concerns are to be successfully addressed.

In its approach to the Cancun Ministerial Meeting, therefore, the Irish Government attached particular importance to the achievement of real and concrete progress on the development agenda. The Government saw a need to address the shortcomings of the negotiations since their launch in 2001 and for developed countries to adopt an even more constructive and generous approach which would enable the negotiations to proceed smoothly and produce equitable outcomes of benefit to all WTO members.



### Failure of Cancún

In the event, the successful outcome which we had worked for did not materialise at Cancún. In part, this was due to the failure to make adequate progress on developing country concerns in the negotiations that had been ongoing over the two years since the process was launched in Doha in 2001. At that meeting, WTO members had committed themselves to completing negotiations on a number of issues of concern to developing countries and LDCs well in advance of the Cancún WTO Ministerial Meeting. Doha had envisaged the following series of steps to progress the development agenda:

- agreement on a strengthened, effective and operational package of provisions for **Special and Differential Treatment (SDT)** would have been reached by mid 2002;
- a procedure for allowing member countries with weak or non-existent pharmaceutical manufacturing sectors to have access to generic drugs under the provisions of the **Trade Related Intellectual Property (TRIPS)** agreement would have been established by the end of 2002;
- agreement would also have been reached on further commitments **to reducing export subsidies and domestic support for agricultural products** and to improving market access for these products.

Although an important breakthrough was achieved on TRIPs on the eve of the Cancún meeting, this momentum was not sustained in the wider negotiations that followed. The approach taken by a number of developing countries at Cancún showed their clear resolve and their capacity to protect their interest in the negotiation process. Cancun demonstrated that negotiations on trade have changed fundamentally since earlier rounds, that developing countries are in a majority at the WTO and that their agreement is a prerequisite for success.

### Vulnerability of Cotton Producers and others

The particular problems faced by West African cotton producing countries received special attention at Cancún. These discussions on cotton served to emphasise the urgent need to address the specific issue of the impact of developed country cotton subsidies on the economies of West Africa. They also emphasised the wider issue of the vulnerability of commodity-dependent developing countries in the international trading environment. In the weeks following Cancún, the European Commission began work on a proposal to address developing country concerns relating to agricultural commodity chains, dependence and poverty. This led to the adoption, during Ireland's EU Presidency, of a proposal for an ambitious EU Action Plan to tackle these concerns. The EU also agreed a specific proposal for an EU-Africa partnership in support of cotton sector development. This partnership will involve further EU efforts to obtain fairer international trade conditions in the cotton sector and specific measures to support cotton producing countries in Africa.

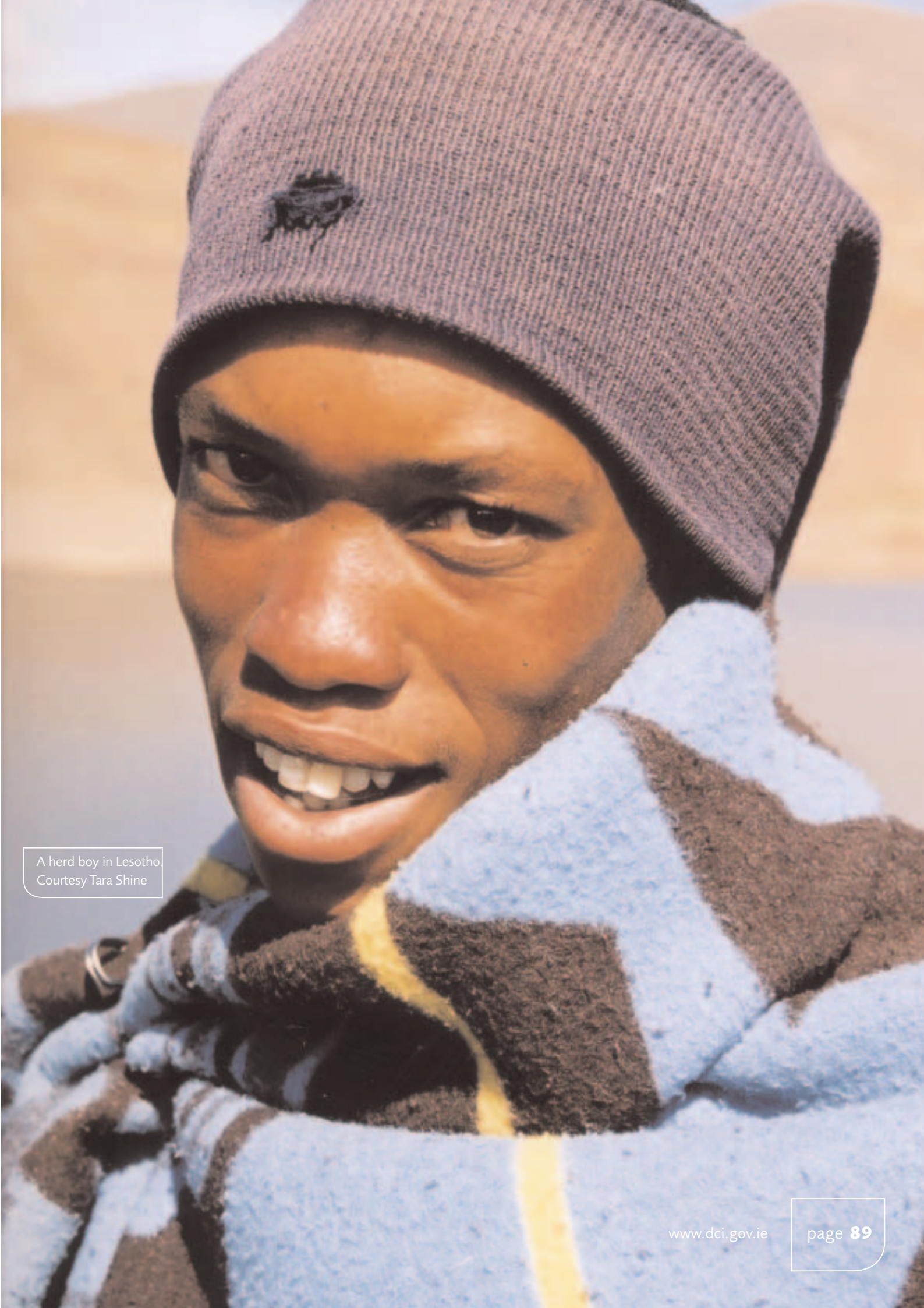
### Lessons from Cancún

The failure to reach agreement at Cancún, although a major set back, did not mean the end of the Doha round and the Development Agenda. Lessons were learnt at Cancun, including the importance of action to honour the commitment to address the needs of developing countries in the WTO process and to set out measures to prioritise, benchmark and monitor the achievement of real benefits to developing countries and LDCs, through TRIPS, SDT and agriculture provisions.

Efforts to get the WTO talks back on track are currently reaching a critical point. It is hoped that these will result in an early resumption of the negotiations.

### Role of Private Sector

Ireland is also interested in seeing how our development policy and those of other donors and international agencies can help stimulate the employment growth and poverty reduction potential of the private sector in developing countries. Ireland's own experience shows the absolutely key role that the private sector plays in economic growth. Large-scale job creation in government and public enterprises is likely to continue to decline in developing countries. This gives greater importance to the capacity of the private sector to create jobs as another potential source of poverty reduction.



A herd boy in Lesotho  
Courtesy Tara Shine

# SPECIALIST EXPERTISE IN THE DEVELOPMENT COOPERATION IRELAND PROGRAMME

The planning, oversight and management of development assistance programmes requires the input of specialist staff who have the requisite qualification and experience in the field of international development co-operation.

Over the last ten years, and as the programme has been expanding, Development Cooperation Ireland has employed a considerable number of development specialist staff who have responsibility to work closely with other management staff, in ensuring the highest standards of quality and accountability pertain right across the aid programme.

There are now in the region of 50 development specialist staff employed by Development Cooperation Ireland. These are assigned to posts in Dublin and to Development Co-operation Offices in programme countries.

In Dublin, specialist staff are assigned either to the Evaluation and Audit Unit or to Technical Section - a newly established staffing unit whose responsibility is to provide high quality technical expertise right across the Development Cooperation Ireland programme.

In programme countries development specialists have responsibility for the management and oversight of Ireland's bilateral country programmes, which have been planned in conjunction with government, donor and civil society organisations. The work of expatriate specialists is complemented by the work of locally recruited experts - a feature which is a distinctive feature of the Development Cooperation Ireland programme and one that have been lauded by many reviews of the programme.

As a consequence, full-time specialist expertise is available to the Development Cooperation Ireland programme in the following areas: Education, Economics, Health, Governance, HIV/AIDS, Gender, Emergency/Rehabilitation, Poverty/Monitoring, Civil Society, International Organisations, Aid Effectiveness, Evaluation and Audit/Financial Management. This expertise is sometimes complemented by the assistance of externally contracted consultants.

Development specialists are well integrated into the management structures of the Development Cooperation Ireland programme. In addition to providing ongoing development expertise they represent Development Cooperation Ireland at national and international meetings; they propose new areas for programme development; they interface with international and other donor organisations; they commission and produce reports and reviews and they provide advice for the development and revision of policies of relevance to the programme.

An important part of their work is to ensure that the Development Cooperation Ireland programme conforms with, and adds to, the growing body of knowledge that ensures development assistance is effectively used to improve the lives of the poor in low income countries - and that this 'good-practice' is then employed in the planning and implementation of Development Cooperation Ireland-supported programmes.



# EVALUATION AND AUDIT

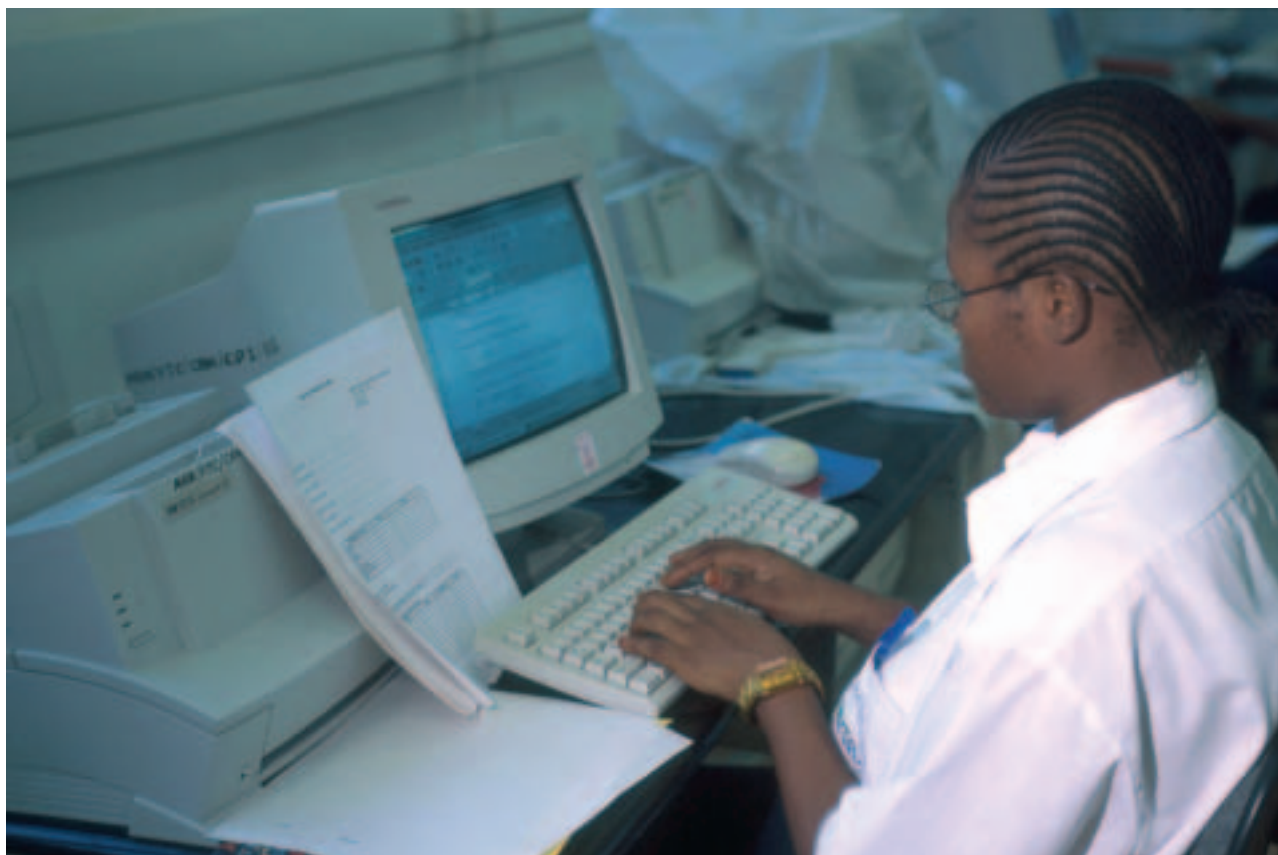
A major component of the Evaluation and Audit Unit work programme in 2003 were significant strategic exercises linked to policy, planning and managing the internal audit programme of Development Cooperation Ireland. Special emphasis was placed on ensuring that key areas of the programme were covered; that increased attention was given to dissemination (including a greater use of IT); and that any exercises undertaken were timed to feed into the policy review process. This has been demonstrated by undertaking country level evaluation exercises in Uganda and South Africa, a joint donor evaluation of external support to basic education, an evaluation of the NGO humanitarian response in Malawi and the Public Expenditure Reviews.

The Evaluation and Audit Unit is an independent unit within Development Cooperation Ireland and is guided by two primary and related concerns (i) effective international development policy and practice and (ii) public accountability. Its mission is: "to maintain an

efficient, effective, relevant and independent Evaluation and Audit function within Development Cooperation Ireland through the execution of evaluation and audit exercises, facilitating acceptance of their findings and contributing to policy development within the overall programme."

Evaluation and Audit assists Development Cooperation Ireland to: facilitate **lesson learning** in order to improve decision-making and performance; ensure **accountability**, value for money, relevance to mandate, policies and priorities; assess **compliance** with laws and regulations applicable to the Directorate; **report** to Parliament and the public regarding the effectiveness of the Aid programme; and improve its **governance** processes.

The Unit is responsible for the continuing development of Evaluation and Audit policies for Development Cooperation Ireland, within the international development context, international best practice in audit and evaluation



and Government of Ireland procedures and regulations. To support this activity, the Unit engages in a number of Irish and international fora.

### **Audit Committee**

A key development for the Evaluation and Audit function in 2003 was the establishment of the Audit Committee. This Committee is a formally constituted body for the Department of Foreign Affairs and contributes to the strengthening of internal control systems within the Department. It operates under a written charter; has four external members including the Chairperson and prepares an annual report to the Accounting Officer reviewing its operations.

### **Public Expenditure Reviews**

The expenditure reviews are carried out by spending Departments, with appropriate input from the Department of Finance. The purpose of a Public Expenditure Review (PER) is to assess: whether the outcome of the actual programme represents "value for money" when compared to the objectives; and whether the objectives of the programme are consistent with overall Development Cooperation Ireland Policy. Expenditure reviews have moved the evaluation of public expenditure away from a focus on inputs (the traditional audit perspective) towards a focus on outcomes and effects. The expenditure review process has enabled greater attention to be directed to the economy, efficiency and effectiveness of the programmes in question, as well as helping to foster the development of an evaluation culture within Departments and Offices.

Development Cooperation Ireland has been actively involved in the Public Expenditure Review process including undertaking two Public Expenditure Reviews in 2003. Two further PER exercises will be undertaken by the E&A Unit in 2004.

### **Risk Management**

The Government has decided that formal risk management systems should be introduced into the management processes of all Departments by December 2004. In 2003 the Unit continued to have lead responsibility concerning the introduction of a risk management system into Development Cooperation Ireland, undertaking workshops in the programme countries and in Dublin.

### **Key Evaluation and Audit exercises undertaken in 2003 include:**

- Public Expenditure Reviews: In-Country Micro - Projects Scheme; and the Inhambane Area-Based Programme in Mozambique
- Risk Management Workshops in South Africa, Lesotho and Dublin.
- Country Programme Evaluations, Uganda and South Africa
- Evaluation of Malawi Emergency
- Selection of audits of Development Cooperation Ireland-funded Programmes worldwide
- Joint Donor Evaluation of Basic Education

# DEVELOPMENT EDUCATION

Development education is a key area of engagement for Development Cooperation Ireland with civil society and educational institutions in Ireland and has a crucial role to play in increasing public understanding of development issues. Development Cooperation Ireland defines development education as;

*"an education process aimed at increasing awareness and understanding of the rapidly changing, interdependent and unequal world in which we live. It seeks to engage people in analysis, reflection and action for local and global citizenship and participation... It is about supporting people in understanding and acting to transform the social, cultural, political and economic structures which affect their lives at personal, community, national and international levels".*

Since the integration of the National Committee for Development Education (NCDE) into Development Cooperation Ireland in December 2002, the newly created Development Education Unit has been an integral part of Development Cooperation Ireland's policies and strategies. A Development Education Advisory Committee was established in 2003 in order to furnish advice to the Minister of State for Development Cooperation and Human Rights and Development

Cooperation Ireland on policy matters and methodologies for increasing knowledge and understanding of development issues in Ireland. Membership of the Committee comprises people with experience in the areas of education and development drawn from the voluntary sector and relevant education institutions, including the Department of Education and Science and the National Council for Curriculum and Assessment. In May 2003 a three year strategic plan for the DEU was launched, entitled "Deepening Public Understanding of International Development". The six key objectives of the plan are as follows:

- **Strategic Objective 1: to integrate a development education perspective into relevant education policies.**
- **Strategic Objective 2: to integrate and support the delivery of development education in selected areas in the formal and non-formal education sectors. Priority will be given to the following sectors: teacher education, curriculum support and development at primary and secondary level, third level, youth work and community and adult education.**



Mr. Mlemwah, Ward Education Coordinator at Dumila Teachers' Resource Centre © Development Cooperation Ireland/ Pieterella Pieterse





There is also time to play  
– a little girl in Tanzania  
© Development Cooperation  
Ireland/Pieterella Pieterse

- **Strategic Objective 3: to provide support to civil society organisations in Ireland to increase public understanding of development issues.**
- **Strategic Objective 4: to facilitate capacity-building of the development education sector to deliver development education,**
- **Strategic Objective 5: to promote more effective use of communications to increase public understanding of development issues.**
- **Strategic Objective 6: to identify and maximise educational opportunities for public engagement with the Development Cooperation Ireland programme.**

In 2003, a range of grants were awarded in the formal and non-formal sector. Organisations who received funding in 2003 included NGOs, teacher training institutes, universities, solidarity and campaign groups and youth organisations. A total of €1,870,805 was awarded to over 100 different organisations. Also in 2003 the grants scheme was restructured to bring it into line with the new strategic plan.

The DEU supports the implementation of the DICE (Development and Intercultural Education) project which integrates development and intercultural education into initial primary teacher education at the five colleges of education in Ireland. This project is a key strategic engagement for the DEU. In 2003, the pilot phase drew to a close, an evaluation was carried out and stage one of the implementation phase began.

During 2003, the DEU worked closely with the National Youth Council of Ireland in overseeing the production of a three year strategy for mainstreaming development education in a sustainable way in the voluntary youth sector. The strategy will involve the implementation of a programme of information-sharing and capacity-building initiatives in the sector as well as programme activities. Development Cooperation Ireland will be a member of the advisory committee which will oversee the strategic direction of the programme.

Seminars were carried out on a wide range of topics including the "Linking" project, which forges links between schools, colleges and other institutions in Ireland and the developing world, as well as a seminar to report the findings of a feasibility study on "An Approach to Developing an Accreditation Framework for the Development Education Sector."

The DEU worked in partnership with three NGOs (80:20, Aid Link and Concern Worldwide) to launch a website [www.developmenteducation.ie](http://www.developmenteducation.ie) to bring together a diverse range of development-focused and education-focused partners so as to make available a wide range of materials, analyses and opportunities for all stakeholders who wish to get involved with development education. In 2004, Development Cooperation Ireland will sign a three year partnership agreement with 80:20 for the management of the web-site in partnership with Aid Link and Concern Worldwide.

In order to promote more effective use of communications to increase public understanding of development issues, a Media Challenge Fund was implemented. €130,000 was allocated for the production of development education related programmes to twelve national and local radio stations throughout the country.

At a policy level, Development Cooperation Ireland has been a member of the National Council for Curriculum and Assessment (NCCA) Steering Committee on Intercultural Guidelines for Primary Schools. These guidelines aim to provide guidance to teachers on incorporating intercultural education into the curriculum and will be applicable as from the 2004/2005 school year. As members of the Citizenship Education Network, the DEU made a submission to the NCCA senior cycle review. During 2003, we have been active participants in the Global Education Network for Europe, a Council of Europe initiative bringing together relevant government departments or government agencies.

The DEU commissioned several innovative pieces of research. The first of these "Attitudes towards Development Cooperation in Ireland", shows the findings from a national survey of Irish adults conducted (on our behalf) by the MRBI. Later in the year, a report on "The Extent and Effectiveness of Development Education at Primary and Secondary Level" was launched. This research was commissioned by Development Cooperation Ireland and carried out by Mary Immaculate Teacher Training College, Limerick and 80:20.

# COMMUNICATIONS AND INFORMATION

The broad aims of the Communications & Information Unit are as follows:

- **To Achieve Greater Accountability & Transparency**

The total ODA budget for 2003 was over **€446** million. With a growing budget, comes an increasing need for accountability and transparency. A Communications strategy is needed which will facilitate greater engagement with the Oireachtas, civil society, the media and the Irish public.

- **To Create Public Ownership and Understanding of Development Cooperation Ireland**

In 2003 the Communications & Information Unit published a major MRBI survey of Irish Public Attitudes to Development. This has presented clear baseline research of public understanding of the Development Cooperation Ireland programme. Of the sample polled, 80% were either 'very much for' or 'on the whole for' helping countries in the developing world. However 48% of respondents had 'absolutely no idea' how much financial assistance was provided by the Irish Government. In broad terms the survey revealed that while there is a strong interest in, and generosity towards, development-related issues in Ireland, there is little understanding or awareness of the Government's development assistance programme.

- **To Build a Broader Constituency.**

Public support for Development Cooperation comes mainly from the development community. If Ireland is to reach the UN Target for ODA and ensure coherence across the full range of Government policies in a way which keeps the interests of developing countries to the fore, then the support of a broad constituency of decision-makers and opinion-formers is indispensable. A means must be found to involve public representatives, social partners, civil society, the media and educators at all levels, with the evolving programme.

Various initiatives in this field were undertaken in 2003. The most significant was the completion and launch of a dedicated online information centre for Development Cooperation Ireland ([www.dci.gov.ie](http://www.dci.gov.ie)). The website serves as the centre piece of the programme's communication strategy. It facilitates the dissemination of policy papers, strategy plans, speeches etc at a much reduced cost and clear public statements of the programme's key underlying objectives and activities.

A bi-monthly electronic newsletter goes to over 2000 subscribers within the development community in Ireland and abroad. Since its launch in July 2003 the website has received over 2 million hits and is currently attracting an average of 400 visitors a day.

The other major activities within the unit were as follows:

- **Media Challenge Fund**

The Media Challenge Fund is a partnership grant scheme jointly run with the Development Education Unit to encourage local radio producers and documentary makers to produce and broadcast development-related programming.

- **World Aids Day 2003**

Full page advertisements were placed in the daily press to focus public attention on the HIV/AIDS pandemic. These were linked also to specially developed web features on the Development Cooperation Ireland website.

The unit has close relations with the relevant media and conducts a range of activities to draw attention to the work of Development Cooperation Ireland.



# THE ADVISORY BOARD FOR DEVELOPMENT COOPERATION IRELAND

Arising from the recommendations of the Report of the Ireland Aid Review Committee, the Advisory Board was established in August 2002. The Board is an independent body comprised of eleven voluntary members serving in their personal capacities and appointed by the Minister for Foreign Affairs to serve for three years. The Minister of State at the Department of Foreign Affairs with responsibility for Development Cooperation and Human Rights and the Director-General of Development Cooperation Ireland are ex-officio members of the Board. The Board's first Chairman, Mr. Desmond O'Malley resigned in July 2003 to take up an appointment with the European Bank for Reconstruction and Development. He was replaced by Mr. Chris Flood.

The mission of the Advisory Board is to oversee the expanding aid programme; provide strategic direction; and work closely with Development Cooperation Ireland to maximise quality, effectiveness and accountability.

Specifically, the Board has responsibilities in five areas. It is to:

- Provide general oversight and advice to the Minister and senior Development Cooperation Ireland management on the strategic direction of the programme;
- Enhance the independence of the evaluation and audit arrangements;
- Commission research of the highest international standards;
- Keep the overall staffing and resource needs of the programme under review;
- Organize the Development Forum to bring together NGOs and missionary organizations with the Minister and senior Development Cooperation Ireland officials.

The Advisory Board met on six occasions during 2003. In addition, Working Groups on Strategic Planning and

Research met as required. The principal activities of the Advisory Board in relation to its five areas of responsibility were as follows:

**General Oversight and Advice:** In the course of its meetings, the Board had the opportunity to discuss a range of issues with the Minister of State including the ODA target, public attitudes to Development Cooperation activities and specific issues related to particular elements of the Official Development Assistance programme.

The Advisory Board received an initial report on the implementation of the Ireland Aid Review recommendations and it keeps this under review at each Board meeting via reports from the Director General of Development Cooperation Ireland on key strategic issues and decisions.

Delegations from the Board undertook a series of visits to multilateral development agencies such as the World Bank, International Monetary Fund, Development Assistance Committee of the OECD and the principal United Nations agencies to which Ireland contributes.

In addition, delegations from the Board visited two of the Programme Countries, Zambia and Uganda, to see at first hand the work of Development Cooperation Ireland in the field and to address some issues of particular interest to the Board.

Observations and recommendations arising from all these visits were presented to the Minister and the senior management of Development Cooperation Ireland. In addition, the Advisory Board engaged actively with the DAC Peer Review process in 2003.

**Audit and Evaluation:** The Audit Committee for the Department of Foreign Affairs established in 2003, has as its first Chair, Fr. Gerry O'Connor, a member of the Advisory Board. The Chairman of the Audit Committee keeps the Advisory Board briefed on the work of the Committee.

In addition, the Advisory Board meets twice a year with staff of the Evaluation and Audit Unit for an update on the Unit's work and the strategic issues facing it.

**Research:** Following consultations between the Research Advisory Working Group of the Board and the Senior Management Group of Development Cooperation Ireland, priority areas for research were identified as follows:

- Policy Coherence
- Engagement with Civil Society

Contracts were awarded to the Institute for International Integration Studies at Trinity College Dublin for a two-year programme of research on policy coherence; and to the Centre for International Studies at Dublin City University for a two-year programme of research on Civil Society.

In each case the projects will involve a team of researchers based in Ireland collaborating with institutes based in other OECD countries and in developing countries. Each project will include case-studies carried out in two of Development Cooperation Ireland's programme countries.

**Staffing and Resources:** The Advisory Board made a Pre-Budget Submission arguing that Ireland had a moral responsibility to meet the commitments entered into in relation to the achievement of the UN target and that it was therefore essential that:

- There be a credible step toward the 0.7% target in the budget for 2004;
- The remaining steps be set out for 2005, 2006 and 2007;
- The principles of multi-annual planning and of insulating the aid programme from the vagaries of the annual budgetary process until the target is met, be re-adopted.

The Board received from Development Cooperation Ireland a review of the staffing situation. The Board is keeping this issue under review, particularly in the light of the announcement in December 2003 of the planned decentralisation of Development Cooperation Ireland to Limerick.

**The Development Forum:** The inaugural meeting of the Development Forum was held under the auspices of the Advisory Board on March 28, 2003. The Forum heard reports on the implementation of the Ireland Aid Review recommendations as well as on the activities of Dóchas. It also began consideration of the issue of Policy Coherence for Poverty Reduction.

This issue of Policy Coherence was considered to be of sufficient importance that the Advisory Board was asked to take it forward ahead of the next meeting. In consequence, a paper on the topic of *Coherence between Ireland's Official Development Assistance and Agricultural Trade and Support Policies* was commissioned from Professor Alan Matthews of Trinity College Dublin for the second meeting of the Development Forum held on October 17, 2003.

Further information on the work of the Advisory Board can be found on the Board's website [www.abdci.gov.ie](http://www.abdci.gov.ie) and in the Advisory Board's Annual Report for 2003.

# FELLOWSHIPS AND TRAINING

One of the priorities of Development Cooperation Ireland's programme is to ensure that the people of partner countries are equipped with the technical and managerial skills they need to support a sustainable development process. Education and training are therefore important elements of Ireland's bilateral programme. The Fellowship Training Programme seeks to address capacity deficits in the programme countries that hinder the attainment of long-term development goals. Funding is generally offered for long-term Diploma and Degree courses at post-graduate level in Irish third-level institutions. Fellowship recipients are committed, on completion of their training, to return home to resume work and put their acquired skills into practice for the benefit of the wider community.

In addition to non-project linked fellowships awarded under the Fellowship Training Programme, many programme country sectoral supports contain provision for fellowships to meet capacity-building needs and requirements at local, regional and national levels. Most such fellowships awarded in 2003 to personnel working in Development Cooperation Ireland's partner administrations and organisations in programme countries were for long-term education courses at third-level institutions in Ireland and the UK.

In processing fellowship applications, there is a particular emphasis on linking fellowship awards to the specific focus of the Development Cooperation Ireland programme in each of the individual programme countries.

## **The Irish Council for International Students (ICOS)**

ICOS plays an important role in the administration of Development Cooperation Ireland's Fellowship Programme and provides a broad range of support services covering the welfare and other needs of fellowship holders. Development Cooperation Ireland makes an annual administration grant to ICOS in respect of these services.

## **Grants to Courses**

The Kimmage Manor Development Studies Centre runs courses designed specifically for students from developing countries. Development Cooperation Ireland provided support for the Centre in 2002 through the provision of an administration grant and fellowship funding for 31 students covering the academic years 2002/2003 and 2003/2004.

## **Funding for Courses and Fellowships**

In 2003, a total of 137 students were assisted with funding for courses, the majority of these for long-term courses of more than one year.



Review of the Rwenzori Area Education Sector in Uganda. Liz Higgins, Senior Education Specialist with Ugandan educationalists. Courtesy Anne O'Keeffe



Pupil at Mbwade Primary School in Tanzania. Development Cooperation Ireland constructed most of the classrooms and teachers' houses.  
© Development Cooperation Ireland/Pieterella Pieterse



# APSO TRAINING AND RESOURCE CENTRE - 2003

The APSO Training and Resource Centre aims to provide an efficient, quality service that is responsive to the specialist training and development needs of development practitioners. During 2003, a range of training courses and grants were provided, targeting the following groups;

- Home-based staff of NGOs and missionary organisations.
- Overseas staff of NGOs and missionary organisations – national and international.
- Development Cooperation Ireland staff.
- Overseas partner organisations

1,061 people attended training courses in 2003. These were broken down as follows; 37% NGOs, 27% missionaries, 17% APSO registers staff, 6% Development Cooperation Ireland and 10 % other.

The training function is complemented by a resource centre which has a range of books, journals, reports, audio visual materials, periodicals, maps and Internet searches, clustered around a range of development related topics including development education ( Note: the APSO Resource Centre is merged with the Development Education Resource Centre).

The current Training Programme is focused on a range of topics specific to the professional development needs of those working in the international aid sector. Examples of the training courses on offer are as follows ;

- Orientation courses for those preparing to work in the developing world
- Management in Emergency Relief and Development operations.
- Capacity Building in Local Communities.
- Sourcing and Reporting on Project Funding.
- Project Planning and Monitoring.
- Monitoring and Evaluation.

A range of grants were allocated to fund pre-departure and in-country training and organisational development. In 2003, nineteen organisational development grants were awarded as well as forty in-country training grants and sixteen pre-departure training grants.

# NEW CHALLENGES 6

## HIV/AIDS

### **N. Brennan, Development Cooperation Ireland**

**The global HIV/AIDS epidemic killed more than 3 million people in 2003, and an estimated 5 million acquired the human-immuno deficiency virus (HIV) – bringing to 40 million the number of people living with the virus around the world.**

*Source: AIDS Epidemic Update, UNAIDS, WHO, December 2003*

#### **Introduction**

HIV/AIDS is primarily an issue that goes to the core of poverty and disadvantage. Poverty, ignorance, stigma, unemployment, gender inequality are all drivers of the epidemic. Ireland has made the fight against HIV/AIDS in poorer countries a key priority of its official development assistance. For Development Cooperation Ireland this has meant that HIV/AIDS is afforded the highest priority in policy discussions, programming instruments and financial allocations. In the past five years, the volume of funds allocated specifically to HIV/AIDS related activities across the Development Cooperation Ireland programme has increased ten fold. In 2003, over €40 million, which constitutes 10% of Ireland's overseas development assistance budget, was spent on HIV/AIDS programmes alone.

#### **Development Cooperation Ireland's HIV/AIDS Strategy**

Development Cooperation Ireland developed its strategy in 2000 to guide its response to HIV/AIDS. Titled 'An HIV/AIDS Strategy for the Ireland Aid Programme', this strategy outlines the direction of Development Cooperation Ireland's contribution to the prevention of HIV/AIDS infection as well as the mitigation of its impact on development.

Since this strategy was published in 2000 many changes have taken place regarding improved access to HIV/AIDS treatment in poorer countries. The last two years have seen a huge decrease in the cost of medications to treat AIDS and the next few years will see an intensification of international efforts to provide people living with HIV/AIDS in low income countries improved access to effective treatment. In 2003 Development Cooperation Ireland approved a policy on strengthening access to treatment for HIV/AIDS in low income countries. This

policy fully recognises treatment for HIV/AIDS as an entitlement of people living in developing countries. Ireland's response is guided both by the urgency to respond to an immediate public health need and the importance of situating this response within an approach that recognises the complexity of providing anti retroviral therapy in low income settings.

In addition, Development Cooperation Ireland recognises that a safe and conducive working environment has a very important role to play in addressing the problem of HIV/AIDS. It can contribute to prevention and care, and provide a supportive environment for those living with and affected by HIV/AIDS. It can also help to reduce the stigma and discrimination that is associated with the disease and help ensure that the basic rights of people living with and affected by HIV/AIDS are protected. In 2003 Development Cooperation Ireland approved a workplace policy on HIV/AIDS that provides support for the prevention, treatment and care of its employees in programme countries.

#### **Global Initiatives**

Development Cooperation Ireland's global response to HIV/AIDS is embedded in advocating a sustained and resourced response to HIV/AIDS; strengthening leadership at all levels; and improving coordination of resources and planning across government departments.

Development Cooperation Ireland provides funding to the Joint United Nations Programme on HIV/AIDS, UNAIDS, the main advocate for global action on the epidemic. It leads, strengthens and supports an expanded response aimed at preventing transmission of HIV, providing care and support, reducing the vulnerability of individuals and communities to HIV/AIDS, and alleviating the impact of the epidemic.

Ireland has been a strong advocate and supporter of the Global Fund to Fight HIV/AIDS, Tuberculosis and Malaria (GFATM) since it was established in 2001. Ireland is one of only a small number of countries to have fully honoured its pledge to the Fund and has released €20 million to date (€10 million in 2002 and 2003). Ireland also instigated a study to track the effectiveness of the Global Fund in beneficiary countries.



In recognition of the need to maintain a balanced approach in supporting prevention, treatment and care, Ireland is investing resources into the research and development of both HIV vaccines and microbicides through the International AIDS Vaccine Initiative and the International Partnership on Microbicides.

In July 2003 the Taoiseach signed a Memorandum of Understanding with the William J Clinton Presidential Foundation. This Memorandum of Understanding outlines a framework of cooperation for both sides to work in partnership with Developing Country governments and with other relevant international organisations on HIV/AIDS. The aim of the partnership is to provide financial and technical support to assist in the preparation of integrated HIV and AIDS treatment, care and prevention programmes. An amount of €50 million has been committed by Development Cooperation Ireland for the five year period 2003-7 and Mozambique has been identified as the country of focus.

### **Regional Initiatives**

In 2002, Development Cooperation Ireland launched a new regional initiative – *Beyond Borders: a Regional HIV/AIDS programme for Southern and Eastern Africa*. This programme is designed to complement HIV/AIDS activities in countries already benefiting from Development Cooperation Ireland support. It allows Development Cooperation Ireland to direct financial resources to regionally-based organisations that have an excellent track record in delivering effective programmes to those most affected by the epidemic. The programme supports activities in the following key areas: prevention to promote behaviour change; home-based care and orphan care; countering stigma and discrimination of those living with HIV/AIDS and operational research around specific areas and issues.

### **National Initiatives**

Six of the Development Cooperation Ireland Programme Countries (Uganda, Tanzania, Ethiopia, Zambia, Mozambique, Lesotho) and South Africa and Zimbabwe have very severe HIV/AIDS epidemics. Each country has adopted a multi-sectoral response to HIV/AIDS but issues of weak leadership and political commitment, lack of capacity and financial resources all contribute to inhibiting the adequate scaling up of the response.

Each Development Cooperation Ireland Mission has developed a specific in-country HIV/AIDS Strategy and Programme and over the last three years increasing resources have been allocated to HIV/AIDS activities. In each case efforts are made to strengthen government capacity to respond to the disease and to support district and NGO responses at local and community levels.

### **Community Initiatives**

The primary impact of HIV/AIDS is borne by families and communities. In many cases government services and donor programmes have not been able to direct resources to the people who need them most. Non-Governmental organisations and Faith-Based Organisations often bear the primary responsibility for delivering home based care; support to orphans and vulnerable children; and much needed health services in highly affected areas. These organisations are important partners for Development Cooperation Ireland. Their strengths are clear in working with civil society and they often have proven abilities in implementation and practice.

In 2002 Development Cooperation Ireland established the HIV/AIDS Partnership Scheme to channel financial resources to Irish NGOs working in the field of HIV/AIDS. This scheme has a strong focus on partnership; on strengthening institutional capacity to deliver programmes more effectively and on incorporating the lessons of best practice into programme design and management.

### **Conclusion**

HIV/AIDS continues to be the biggest single obstacle to reducing poverty and to attaining the Millennium Development Goals. The capacity to respond at all levels depends on strong leadership, allocation of adequate resources, coordination of planning and promoting a best practice approach. The key challenges include sustaining (and increasing) the levels of resources allocated to HIV/AIDS activities; maintaining policy coherence and coordination across all levels of support; building capacity to respond and promoting best practice and lesson learning.

Mr. Bembea is chairman of Kibilima beekeeping group, supported by Development Cooperation Ireland's CIS funds  
© Development Cooperation Ireland/Pieterella Pieterse



[www.dci.gov.ie](http://www.dci.gov.ie)

**Development Cooperation Ireland**

Department of Foreign Affairs  
Bishop's Square  
Redmond's Hill  
Dublin 2

Tel +353 1 408 2000  
Fax +353 1 408 2880  
Email [dci@dfa.ie](mailto:dci@dfa.ie)  
Web [www.dci.gov.ie](http://www.dci.gov.ie)