

# Overseas Aid

## *Policies & Procedures Review*

**February 1998**

**Private & Confidential**

## CONTENTS

	Page
<b>1</b> Executive Summary	<b>1</b>
<b>2</b> The Role of Overseas Aid	<b>6</b>
<b>3</b> Grant Aid	<b>11</b>
<b>4</b> Emergency Response	<b>18</b>
<b>5</b> Community Projects	<b>21</b>
<b>6</b> Organisation	<b>29</b>

### APPENDICES

<b>A</b> Agency Feedback	<b>31</b>
<b>B</b> Community Work Project Questionnaires	<b>40</b>
<b>C</b> UK White Paper Summary	<b>44</b>
<b>D</b> Development Assistance Committee Report (OECD)	<b>51</b>
<b>E</b> UN Emergency Response Examples	<b>60</b>
<b>F</b> Terms of Reference	<b>62</b>
<b>G</b> Organisations & Individuals Consulted	<b>63</b>
<b>H</b> Review Group Members	<b>64</b>
<b>I</b> Notes & References	<b>65</b>

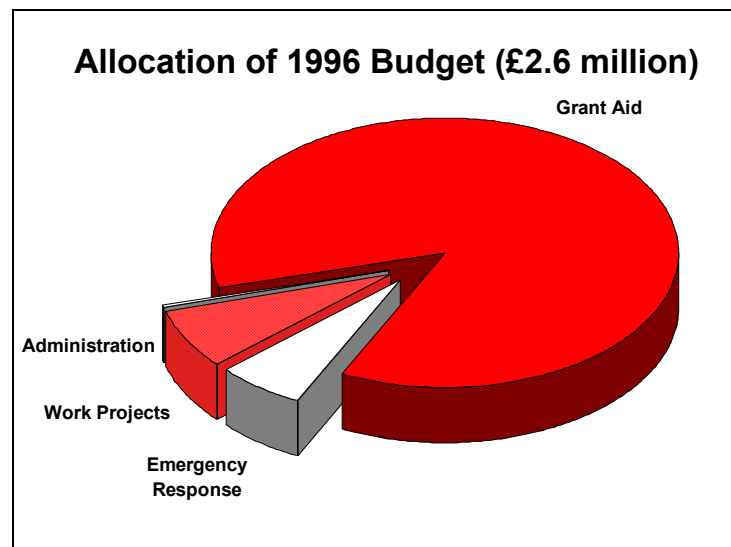
*In the year 2000, four-fifths of the people of the world will be living in the developing countries, most with improving conditions. But the number in absolute poverty and despair will still be growing...The record of the last 50 years... shows that the efforts of countries and societies to help themselves have been the main ingredients in their success... But the record also shows that development assistance has been an essential complementary factor. Properly applied in propitious environments, aid works*

**Development Assistance Committee**

## Introduction

The Overseas Aid Committee appointed this review group to undertake a review of the policies and procedures of the Committee and to recommend improvements where appropriate. We have sought the views and suggestions of a cross section of interested parties in forming the conclusions and recommendations set out in this report. The group has also examined policy documents issued by national and international bodies in the field of development to ensure that recent thinking on this subject is appropriately reflected in our recommendations.

This report summarises the results of this review and makes a number of proposals for the Committee's consideration. It should however be understood that this is a working document and the group recognise that the evolution of policies and procedures is an ongoing process which must be responsive to changing conditions and circumstances.



Overall we were impressed with the dedication and commitment of the people we encountered. It has been abundantly clear to us that Overseas Aid enjoys a fund of goodwill and dedication which are a major asset. Nowhere is this more apparent than in the efforts of the many individuals who give so much of their time to the work of the Committee. We were also much impressed with the attention devoted to establishing both accountability for, and effective deployment of, funds.

In summary, the approach of the Committee appears to be fundamentally robust and most aid is being channelled through a portfolio of development agencies into projects consistent with sound development principles. Looking forward and building on this foundation to further improve the Committee's effectiveness we recommend that:

- ⊗ grant aid policies and principles should be broadened in scope, in light of international guidance and experience, to permit the Committee to fund projects which are excluded under current criteria;
- ⊗ the Committee should consider block funding selected Non-Governmental Agencies where adequate evidence of effectiveness and accountability is available;
- ⊗ emergency response funding should be maintained at the present level and the Committee should consider channelling relief through the UN Department of Humanitarian Affairs Relief Co-ordination Branch;
- ⊗ Community Work Projects should continue to be pursued, following sound development principles, as a vehicle for promoting awareness of, and support for, overseas development in Jersey;
- ⊗ a senior individual with suitable skills and experience should be appointed to assist with policy and strategy formulation and implementation, promote overseas development assistance, enlist, support and co-ordinate volunteers and supervise Community Work Projects;
- ⊗ the States should ensure that other aspects of Jersey's policies are consistent with international development objectives;
- ⊗ the Island should expand its Overseas Aid programme in line with international targets.

## The Role of Overseas Aid

Jersey's peculiar constitutional position has evolved over many centuries. Within this context the natural focus of attention for the States has been with the regulation of the Island's internal affairs. However in recent times Jersey has developed from, in world terms, an unknown agricultural community, to an international financial centre. We have entered the global economy and become connected with people from places which our forebears could scarcely imagine. An appropriate response to global issues has now become a matter of our own self interest. This is acknowledged in the States commitment to the sustainable development goals of the Rio Earth Summit which also embraces the parallel imperative of addressing global poverty.

From a global perspective the magnitude of poverty presents a sobering picture:

- ◊ more than 1.3 billion people live on incomes of less than \$1 per day;
- ◊ more than 160 million children are moderately or severely malnourished;
- ◊ some 110 million children have no access to schooling;
- ◊ nearly a billion people are illiterate;
- ◊ over a billion lack access to safe water;
- ◊ half a million women in developing countries die each year in childbirth.

Notwithstanding these figures, United Nations forecasts suggest that eradication of poverty by the mid 21st century is both feasible and affordable. Whilst much of this will result from the efforts of communities themselves and private capital flows (for example consider the transformation of Pacific rim economies) soundly based development assistance will provide a significant contribution. Indeed the "ambitious but realisable" goals of the OECD Development Assistance Committee<sup>1</sup>, are a vision which might underpin the strategy of the Committee.

Thus, in our view, Jersey has a mandate to participate in development efforts as:

- ◊ a practical demonstration of the principles of good governance which we espouse;

- ◊ an informed investment in building a secure and sustainable future for our children; and
- ◊ an ethical response to the unacceptable conditions in which so many exist.

We endorse the Committee's pursuit of funding increases in line with the internationally accepted UN target. Funding is presently less than half the average for developed countries and only one fifth of the target<sup>2</sup>. Notwithstanding the strengths of the Committee's policy and procedures this aspect of States policy to be regretted in an Island which enjoys a national income which few other places can match.

We also endorse and encourage the Committee's initiatives to ensure that other aspect of States policy are consistent with, and supportive of, international development goals.

### Economic Well-being

- ◊ a reduction by one-half in the proportion of people living in extreme poverty by 2015

### Human Development

- ◊ universal primary education in all countries by 2015
- ◊ demonstrated progress towards gender equality and the empowerment of women by eliminating gender disparity in primary and secondary education by 2005
- ◊ a reduction by two-thirds in the mortality rates for infants and children under age five and a reduction by three-fourths in maternal mortality, all by 2015
- ◊ access through the primary health care system to reproductive health services for all individuals of appropriate ages as soon as possible and no later than the year 2015

### Environmental Sustainability and Regeneration

- ◊ the implementation of national strategies for sustainable development in all countries by 2005, so as to ensure that current trends in the loss of environmental resources are effectively reversed at both global and national levels by 2015

**The ambitious but realisable OECD Goals**

## Grant Aid

By far the largest component of the Committee's expenditure is allocated to grant aid. A wide range of relief and development agencies are funded on a project by project basis within policy guidelines which have been established for many years. Policy has been developed with the overriding aim of ensuring that funds are applied to basic development needs whilst ensuring accountability within a flexible and streamlined process. In our view this has served the Committee well. We recommend that:

- ✧ the Committee should continue to rely principally on the expertise of aid agencies in this complex field. In this regard we believe that more attention can be focused on assessing the overall quality and soundness of approach of agencies. In our view, this would at least match and possibly exceed the effectiveness and accountability achieved by the current, more detailed, project by project evaluation;
- ✧ within a framework of robust principles, criteria should be expressed in terms of development outcome measures as the preferred mechanism for establishing accountability (and effectiveness). This will enhance accountability and provide scope to embrace robust projects which are precluded by existing criteria;
- ✧ in regard to selection of agencies/projects clearly defined and appropriate priorities and criteria should continue to form the flexible framework for funding decisions. However, within these guidelines we believe that the Committee could have additional regard for agencies and issues which find support within the Island. This could enhance the Committee's accountability to its constituency, promote development and encourage fund raising by Jersey groups.

**The high level policies of the Committee should now be more fully articulated in these terms to demonstrate that its decision making framework is both transparent and open to public challenge. This will particularly assist in establishing a greater degree of coherence between grant aid and Community Work Project policy. Relevant aspects of OECD Development Assistance Committee material as well as Non-Governmental Organisation policies may provide useful and authoritative resources for this purpose.**

## Emergency Response

The Committee earmark funds of the order of £150,000 per annum for emergency response. We believe that it is both appropriate and desirable that Jersey continue to allocate funds of this magnitude for (soundly based) emergency use for several reasons:

- ✧ it is consistent with the remit of the Committee and meets expectations of Jersey residents;
- ✧ it provides valuable publicity and confirms that the Committee is responsive to immediate humanitarian needs;
- ✧ when effectively deployed it provides a highly visible demonstration of the way in which extreme hardship is alleviated by the Committee and thereby assists in maintaining support for its work; and
- ✧ it expresses solidarity with the suffering population.

**We recommend emergency relief preferably be channelled through the UN Department of Humanitarian Affairs Relief Co-ordination Branch. This will:**

- ✧ provide a rapid and reliable mechanism for reasonable and effective response which will do much to overcome the confusion, misinformation and duplication which in practice are characteristic of emergency situations;
- ✧ enable the Committee to retain control over both which disasters are funded and the amount provided;
- ✧ improve accountability through the comprehensive reporting system; and
- ✧ promote the Island through the reporting system which will highlight the contribution made by Jersey among governments around the world.

## Community Work Projects

Since 1971 the Committee has organised parties of volunteers from Jersey to undertake building or similar work in developing countries for periods of four weeks. It is thought that around 1,000 islanders have participated in projects,

# 1 EXECUTIVE SUMMARY

typically in parties of 10 to 20, in countries including, amongst others, Kenya, Zambia, Albania and Zimbabwe. Volunteers incur an actual or notional earnings sacrifice of the order of £50,000, contribute an element of the cost of travel (£350 per person) and undertake some fund raising.

*"I know the 1972 work project changed my life as I know subsequent ones have done for others" Dr David Steiner*

**Key potential benefits of these projects include both the building of awareness of development issues in our community and the personal development of participants. The group therefore recommend that Community Work Projects be retained as an appropriate use of States funds which is compatible with the mandate of the Committee. We further recommend that the amount of funding devoted to this area is not increased and that all projects meet development criteria consistent with those for grant aid. This will ensure that the cost of transporting volunteers to developing countries to undertake primarily unskilled labouring work and the choice of projects for which this is practical do not overshadow the development rationale. In support of this policy we propose that:**

- ◊ more attention be directed to co-ordination tasks including provision of guidance and direction which will help ensure that sound development approaches are adopted;
- ◊ more emphasis be given to the role of the host community and in particular the critical importance of its endorsement for, and ownership of, the project;
- ◊ work project selection criteria be brought in line with grants policy and opportunities for Non-Governmental Organisations to assist in identification and selection of projects be sought;
- ◊ more importance be attached to the quality of engagement of volunteers in the life of the host community;
- ◊ agreed working aims for the work projects be explicitly established to communicate and clarify the underlying development principles;
- ◊ procedures for the work projects be standardised including Leader and Volunteer selection;
- ◊ further effort be devoted to training and preparation for leaders and the volunteers to reinforce the learning experience;

- ◊ leader manuals be developed incorporating both principles and practical aspects;
- ◊ a standardised leader report format be introduced which encompasses all key issues;
- ◊ leader and volunteer evaluation procedures be developed;
- ◊ debriefing of work projects on completion be introduced;
- ◊ evaluation of projects from the perspectives of the beneficiaries be introduced;
- ◊ consideration be given to increasing the volunteer contribution;
- ◊ continuing leader and volunteer involvement on return to the island be encouraged and facilitated; and
- ◊ more importance be attached to skill transfer through inclusion of volunteers with appropriate skills and secondments in both directions.

## Organisation

**The Committee adopts a cautious administrative policy which sought to make maximum use of the voluntary resources in discharging its duties. This policy sits well with the honorary ethos which features so strongly in our community and has been instrumental in channelling the maximum possible funding directly into development work. The achievements of the past twenty seven years are a testimony to the dedication of the many people whose voluntary efforts have underpinned the work of the Committee.**

**However, in view of the significance of the Committee's task and budget we recommend that:**

- ◊ policy and strategy development must be given additional attention commensurate with the importance of the role of Overseas Aid;
- ◊ advocacy and support building tasks must be pursued vigorously and systematically to ensure that understanding of, and support for, Overseas Aid is nurtured in the Island generally and also in the House;
- ◊ opportunities to advance educational / awareness building objectives through co-ordination of activities of development agencies, liaison with Education and other Committees and so on should be systematically pursued;

- ◊ as noted earlier, further resources should be devoted to orientation, supervision and coaching of leaders, participants and host communities on Community Work Projects;
- ◊ relief and development related initiatives by islanders should receive more support and guidance. This would encourage local individuals and endorse their enthusiasm whilst (where necessary) steering efforts toward sound initiatives and promoting greater awareness of development.

**These recommendations clearly have resource implications. We have no simple solutions to fulfil the requirements identified here and recognise that human resource scarcity is a particular issue in the Island. Nonetheless:**

- ◊ we suspect that there are further individuals available in the Island who could be engaged to undertake some of these tasks on either a voluntary or remunerated basis;
- ◊ development agencies may be able to assist with several tasks including provision of expert assistance in the formulation of strategy and plans, promotional and educational work and aspects of Community Work projects;
- ◊ the Committee has the option to streamline its workload by changes in procedure (for example reducing the number of community work projects which are organised, contracting out a proportion of grant aid administration); and
- ◊ despite the foregoing, even within present procedures, grant aid could be increased without additional administrative burden through the simple device of increasing the value of individual grants.

**However, we believe that these key requirements may be best met by appointing an individual with appropriate experience and skills who would have a wide ranging remit to advise on policy and procedure, enlist, co-ordinate, support and direct voluntary efforts, develop awareness of and support for development assistance and act as a catalyst for educational work.**

### ***Is a Trust Required?***

**A number of parties have tabled the possibility of establishing a trust vehicle to undertake some of the Committee's functions. Whilst this has operational attractions and particularly might encourage participation of non States members**

**we were concerned that such a strategy might serve to further weaken the support for overseas development aid within the House. This overriding concern led us to conclude that a trust vehicle would not be desirable at this time.**

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## **Concluding Remarks**

**Our observations in this report must not be allowed to eclipse the long record of achievements of the Committee and the many individuals whose time and energies are so freely devoted to relief and development work. We believe that, despite our concerns in regard to funding level, the Island can be proud of its record of rigorous exclusion of self interest in the administration of aid. Indeed this aspect of policy and procedures is a model we can hold up for larger neighbours to emulate.**

**This report could not have been prepared without the cooperation and assistance of many individuals and agencies to whom we are indebted. Clearly we have not been able to do full justice to the diverse views and suggestions expressed to us. Nor do we have solutions to all the challenges facing the Committee. Nonetheless it is our earnest hope that this report will, in some small way, serve to assist the Committee as it looks toward the 21st century and, perhaps, to a world which is no longer marred by the poverty so prevalent today, a world in which this particular Committee will no longer be necessary.**

**We have exercised reasonable skill and care in conducting this review and have relied on representations made to us but we have not sought independent verification or otherwise audited information provided to us. Neither have we been able to assess procedures and controls within the agencies receiving grants. Furthermore, this review has been undertaken on a voluntary basis and accordingly we have not been able to draw on either the resources or expertise which might be available in a more comprehensive review.**



### The Context of Global Poverty

In the considered view of the United Nations, “Development is a multidimensional undertaking to achieve a higher quality of life for all people. Economic development, social development and environmental protection are interdependent and mutually reinforcing components of sustainable development”<sup>3</sup>. The extent and depth of global poverty are sobering:

- ✧ more than 1.3 billion people live on incomes of less than \$1 per day. Most of these live in South Asia and Sub Saharan Africa;
- ✧ more than 840 million people go hungry or face food insecurity, i.e. where the next meal is coming from;
- ✧ more than 160 million children are moderately or severely malnourished;
- ✧ some 110 million children have no access to schooling;
- ✧ nearly a billion people are illiterate;
- ✧ over a billion lack access to safe water;
- ✧ half a million women in developing countries die each year in childbirth;
- ✧ between 1987 and 1993 the number of peoples with incomes of less than \$1 per day **increased** by almost 100 million and the number appears to be growing in every region except South East Asia and the Pacific;
- ✧ the share of the poorest 20% of the world’s people in global income now stands at a miserable 1.1%, down from 1.4% in 1991 and 2.3% in 1960;
- ✧ the ratio of income of the top 20% compared with that of the poorest 20% rose from 30:1 in 1960, to 61:1 in 1991 and 78:1 in 1994.

**These figures are not gleaned from a sensationalist newspaper or the propaganda of a cash-hungry pressure group, but from the UN Human Development Report 1997. Other facts which help put the problem into context include some from the US Government Agency for International Development (USAID)<sup>4</sup>:**

- ✧ more than 3 million children worldwide died in 1995 as a direct result of water-borne diseases stemming from unsanitary drinking and bathing water;

- ✧ the population of the world increases by the equivalent of an additional New York City every month - at current rates the population of the developing world will double in 34 years;
- ✧ around the world, each day, 35,000 children under the age of 5 die of malnutrition and easily preventable diseases.

**Faced with such large indicators of suffering the situation looks bleak yet the UN report - the best available objective view of the state of the world’s populations - is both depressing and hopeful at the same time, because the report suggests that eradication of poverty in the first decades of the 21st century is both feasible and affordable if we all play our part.**

**Such a statement appears unreasonable, yet the major aid donors have reviewed the figures and come to the same conclusions - the Development Assistance Committee of the OECD, representing the aid agencies of all major donors, proposed a development effort to achieve the following goals which they describe as “ambitious but realisable”:**

- ✧ Reduce by one-half in the proportion of people living in extreme poverty by 2015.
- ✧ Universal primary education in all countries by 2015.
- ✧ Demonstrated progress toward gender equality and the empowerment of women by eliminating gender disparity in primary and secondary education by 2005.
- ✧ Reduction by two-thirds in the mortality rates for infants and children under age 5 and a reduction by three-quarters in maternal mortality, all by 2015.
- ✧ Access through the primary health care system to reproductive health services for all individuals of appropriate ages as soon as possible and no later than the year 2015.
- ✧ Implementation of national strategies for sustainable development in all countries by 2005, so as to ensure that current trends in the loss of environmental resources are effectively reversed at both global and national levels by 2015.



## 2 THE ROLE OF OVERSEAS AID

The United Kingdom Department for International Development (DfID) has signed up to the messages in both reports. Claire Short, UK Secretary of State for International Development, put the case to the Institute of Directors in the following terms:

*"It is both possible and affordable to eliminate abject poverty from the world...if we fail to grasp this opportunity, humanity and this planet on which we live will be in very serious difficulty by 2050 if not before...There are many people - perhaps many in this room - whose first reaction to my argument might be that my aspirations are laudable but in the real world unachievable. They are, I am happy to say, completely wrong. We have gained much experience of development over the past 50 years. In fact, more people have escaped from poverty in the past 50 years than in the previous 500 years of human existence. This provides us with the experience to complete our task...the conclusion of the [UNDP] report is that the elimination of abject poverty is affordable and achievable but that what is lacking is the political will...I should make it clear that my aim is to eliminate British aid and to close down my department. But in order to do this we must first meet our commitment to reverse the decline in British aid - halved from 0.51% to 0.27% under the last government and meet the UN target of 0.7% of GNP. When we reflect on the fact that people used to give 10% of their income to the church through tithing, 0.7% is a tiny commitment and the potential gain is in all our interests. Spending 0.7% of our GNP on poverty elimination is necessary for sustainable development and for the future security and happiness of all our grandchildren".<sup>5</sup>*

### What is Poverty?

Poverty comes in several forms - it can be Income poverty, where people have access to very small amounts of money; The World Bank sets a poverty line of \$1 per day per person for international comparison. Poverty can also describe access to basic needs including health, education and essential services. It also recognises the need for employment and participation. From the Capability Perspective used by the UN, poverty also includes ability of a person to be well-nourished, have a reasonable lifespan and take part in a community life etc. The UN Human Poverty Index (HPI) has been devised to assess the relative standards of developing countries around the world from a comprehensive perspective.

Lao Peoples Democratic Republic	40.1	51
Zaire	41.2	52
Uganda	41.3	53
Nigeria	41.6	54
Morocco	41.7	55
Central African Republic	41.7	56
Sudan	42.2	57
Guinea-Bissau	43.6	58
Namibia	45.1	59
Malawi	45.8	60
Haiti	46.2	61
Bhutan	46.3	62
Côte d'Ivoire	46.3	63
Pakistan	46.8	64
Mauritania	47.1	65
Yemen	47.6	66
Bangladesh	48.3	67
Senegal	48.7	68
Burundi	49.0	69
Madagascar	49.5	70
Guinea	50.0	71
Mozambique	50.1	72
Cambodia	52.5	73
Mali	54.7	74
Ethiopia	56.2	75
Burkina Faso	58.3	76
Sierra Leone	59.2	77
Niger	66.0	78

Country	Population Below HPI Index (%)	UN Ranking
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### The HPI ranking is based on three approaches to deprivation<sup>6</sup>:

- ✧ “The first deprivation relates to survival - the vulnerability to death at a relatively early age - and is represented in the HPI by the percentage of people expected to die before age 40.
- ✧ The second dimension relates to knowledge - being excluded from the world of reading and communication - and is measured by the percentage of adults who are illiterate.
- ✧ The third relates to a decent standard of living, in particular, overall economic provisioning. This is represented by a composite of three variables - the percentage of people with access to health services and to safe water, and the percentage of malnourished children under five”.

From the survey, the UN found that 28 countries had more than 40% of their population affected by poverty as described above, seven countries having more than half their entire populations being affected. (the table above lists countries with more than 40% of the population affected by poverty<sup>7</sup>).

## The Local Context - Why Should Jersey Care?

### International Commitments

There are well established international commitments and trends in development policy which demonstrates that overseas development aid (“ODA”) should to be brought firmly into serious focus as a component of the Jersey budget:

- ✧ The UN target for overseas development assistance is 0.7% of GNP. Signatories to Agenda 21 committed themselves to moving to this figure as a major component of sustainable development. Jersey is a signatory to this international instrument. Agenda 21 is about “Thinking Globally, Acting Locally”. The States has on numerous occasions made strategic commitments to sustainable development and the Environmental Advisor is preparing a Sustainable Development Strategy for the Island. It is important that the full measure of our commitment is reflected in the final sustainable development strategy and that overseas development assistance is

included both in the Sustainable Development Strategy and also within the Strategic Policy Review.

- ✧ At the 19th UN General Assembly Special Session (UNGASS) held in New York on 23-27 June 1997, the problems and responsibilities of the international community with regard to overseas development assistance was emphasised. Prime Minister Tony Blair expressed concern about the fall in aid flows since the Agenda 21 commitments agreed in Rio in 1992. *“My Government,” he said, “supports the UN target [of 0.7% gross national product for overseas development assistance]...We are committed to improving further the quality of our assistance, reversing the decline in Britain’s development assistance, and refocusing our efforts on combating poverty”*<sup>6</sup>.

### International Governance

Jersey is often portrayed internationally as having a system of government which should be emulated by others; the Island is proud of being a distinct and unique government with a recognisable contribution to make on the world stage. For example, we play an important part in the work of the Commonwealth Parliamentary Association (“CPA”). Many countries in the CPA are recipients of aid. Jersey has long seen itself as a paid-up member of this group of governments. If Jersey wants to be seen as a government at the leading edge of governance as well as financial industries, then it needs to demonstrate a level of commitment to governance which reflects our relative wealth. Jersey as a government is in a strong position to assist less developed countries. To fulfil our own desire to be seen and respected as a government with a role to play, we should be looking to show the way for countries in less fortunate positions. Stewardship, one of the key criteria at the decision-conference process, embraces international as well as domestic responsibilities.

### Trade Potential

The developing world is an enormous potential market; as countries achieve the economic growth necessary for the transition from developing to developed status, so the potential for international trade improves. There is scope for Jersey to assist in the development of financial mechanisms that will assist the recipient country to achieve the necessary growth while at the same time opening-up opportunities for expansion into emerging markets. The OECD Development

Assistance Committee report that developing country markets for OECD exports have expanded by 50% since 1990. As populations grow and economies develop out of poverty, there is a potentially enormous market for the kind of financial services which Jersey, and companies investing in Jersey, specialise in. In very basic terms, the development of poverty-stricken countries could be in our own best interests in the long term as the number of potential clients increases.

From a more negative point of view, the international financial industry such as insurance are starting to take environmental issues such as climate change very seriously. If investments tied-up with the international finance community are affected by poor governance and development in the third world, the overall stability of the industry could be affected, with attendant risks for Jersey industries. The increasing globalisation of business and economies means that Jersey is only an island in geographic terms. In business terms we are part of a much bigger picture, and we must be taking such larger perspectives into view with regard to government decision-making.

### *Global Security*

Development leads to improved levels of global security; this in turn leads to less cause for population migration and accompanying social and environmental stress. Political stability and social cohesion diminish the risks of war, terrorism and crime that inevitably spill over into other countries. Whilst Jersey might seem immune to such problems at the moment, international drugs trafficking, fraud and corruption are all symptoms which can easily impact upon the Island's reputation as a finance centre. Assisting developing countries helps us to protect ourselves in the longer term.

Similarly with issues of global environmental significance; climate change can easily be affected by inefficient development around the world. Although we may not be able to influence directly the course of a developing country, we should be playing our part in ensuring that development is of a form that is unlikely to endanger future populations of Jersey through sea level rise, climate change or ozone depletion. The actions of the developing world can rebound on the developed, as the major donors are already aware. The concept of a "spaceship earth" is very valid in this context. If the third world plunges into further chaos, it is likely that there could be long term disbenefits for all of us.

### *Moral Imperative*

The basic motivation for development aid is humanitarian - it is a compassionate response to the 20% of our fellow humans that are suffering unnecessarily, having to survive on less than \$1 a day, with little clean water, no education, poor health and inadequate nourishment.

Our society is grounded in the Judaeo-Christian tradition which both asserts that all people are created to experience a full and rich life which poverty today denies to untold millions and is fundamentally opposed to the injustices and oppression which mar the lives of so many people. These roots, which have for centuries nourished and given cohesion to our community are as powerful and persuasive as any in guiding our response in this matter. Whilst aid can only ever be a minor aspect of an adequate response in these terms it can function as a powerful symbol of the deeper concern and priorities which faithfulness to such a tradition implies.

### **Problems with International Aid**

International aid has often been criticised for not meeting the needs of the poor. This situation is changing, but there are still major problems to be faced. In particular there is a large gap between the funds paid to relatively rich developing countries and those to the poorest. The Economist magazine reported several years back on some of the key problems<sup>9</sup>:

- ◊ The richest 40% of the developing world gets about twice as much per head as the poorest 40%. El Salvador gets five times as much aid as Bangladesh, even though Bangladesh has 24 times as many people and is five times poorer than El Salvador.
- ◊ As budgets for emergency relief operations increase, so some developing countries, recognising the trends, have shifted their appeals from development to emergency relief contexts. This reduces the overall amount spent on development, even though in some circumstances the emergency relief funding comes from a national contingency budget rather than the development budget.
- ◊ "Tied Aid" is still an issue. Large amounts of aid are linked to a particular national interest e.g. roughly a quarter of US aid is in the form of military assistance, and

roughly a quarter goes to Israel and Egypt alone. America also sees aid to Eastern Europe and the countries of the former Soviet Union primarily in strategic terms.

- ⊗ Commercial interests are also clearly shown; Japan is open in admitting that most of its aid programme goes to countries considered likely to become future customers.
- ⊗ All countries on the OECD Development Assistance Committee tie their aid to some extent - the use of foreign consultants, specialist contractors and suppliers to a project. This ensures that their services are employed in the developing country where it can be reported as "assistance".

### Is Aid Effective?

In view of the foregoing the place and value of aid might well be challenged. Indeed the publicity which from time to time surrounds ill conceived schemes on which funds have been squandered over the years may not be overlooked. Yet, like other human endeavours, the field of development has evolved and lessons have been learned. Current practice is based on sound foundations. That this is so is perhaps most evident in trends of major improvement which are clearly discernible in recent decades, for example:

- ⊗ infant mortality has been cut by three fifths;
- ⊗ adult literacy has risen from less than half to about two thirds;
- ⊗ income poverty has fallen faster in the past 50 years than the last five hundred;
- ⊗ immunisation programmes have controlled smallpox (eliminated), polio (almost eliminated) diphtheria and measles and simple effective ways have been found to combat infant diarrhoea, river blindness and guinea worm disease.

**Much of this is attributable to the efforts of developing countries and some have now themselves become donors (for example consider the transformation of Pacific rim economies). Indeed, "development assistance is a co-operative partnership exercise between donors and recipients. The developing countries are responsible for their own development and development assistance can only be subsidiary and complementary to the efforts of the developing countries themselves".<sup>10</sup> Private capital flows to developing countries which now outstrip aid also represent a significant factor in the progress being achieved. There is**

**however no doubt that appropriately targeted aid continues to have a measurable and important contribution to the eradication of poverty as Jersey itself has known, in living memory<sup>11</sup>.**

### Aid and Development

**The UK Government White Paper "Eliminating World Poverty" explicitly recognises the need for a coherent approach to sustainable development across the entire spectrum of policy. "Both nationally and internationally, there is a complex web of environmental, trade, investment, agricultural, political, defence, security and financial issues which affect relations with developing countries. These are driven by a range of policy considerations. all of which affect the development relationship, To have a real impact on poverty we must ensure the maximum consistency between all these different policies as they affect the developing world."**

**Aid cannot be viewed in isolation from other policies which affect development. Jersey has little opportunity to influence, for example, conflict resolution, dismantling of trade and non trade barriers to our markets, access to investment funds or rescheduling and cancellation of debts to engender financial stability. Yet there are other areas where States policies can align with development goals pursued by the Overseas Aid Committee including:**

- ⊗ combat of money laundering which can have a serious effect on a country's economy even to the extent of corrupting entire financial and political systems. This is a particular challenge for offshore financial centres and Jersey's proactive stance in this regard are a positive contribution to development efforts;
- ⊗ initiatives to stem illicit international trade in drugs which undermine the social and economic development of countries contributes ;
- ⊗ a regulatory regime which vigorously seeks to ensure that Jersey is not used as a conduit to bypass international restrictions on arms trade and other activities which would undermine efforts to reduce conflict, protect the environment or engender responsible corporate practices (e.g. ethical trade in pharmaceuticals etc.);

- ◊ public sector procurement policies which are alert to opportunities to increase trade in goods and services that provide income for poor people and reinforce basic human rights in the workplace;
- ◊ promotion of environmental conservation and sustainability;
- ◊ ethical investment policies (which may not be presumed, a priori, to be incompatible with maximising returns).

**Some of these issues have been taken up by the Committee. We strongly endorse this as appropriate to a development remit and consistent with international precedent. However, in the scope of this review, we have not been able to give further attention to these wider issues and we therefore recommend that they are taken up and examined more fully by the Committee as a separate exercise.**

### Conclusions

**Jersey is in a potentially important position. Our review has provided ample examples that the approaches adopted by successive Overseas Aid Committees over the last 27 years have been rooted in sound development principles, prudent use of limited resources and commendable honorary service by executive officers, work party members and in administrative support. However there are improvements that can be made to provide for appropriate aid policies for the next century. As other donor nations are constantly reviewing their approaches for development to ensure that the maximum benefit accrues from aid budgets, so Jersey too should regularly review approaches to ensure that our policies and procedures continue to reflect best practice.**

**Our fundamental recommendations (which to a large extent reflect and expand upon current practice) are that Jersey:**

- ◊ expresses its legitimate government responsibilities for development through adopting the principles and aims of the OECD Development Assistance Committee as its the framework for aid;
- ◊ commits itself to overseas aid contributions conforming to international targets and practice. The principles of Agenda 21 signed at Rio in 1992, and to which Jersey is committed, enshrine a minimum level of overseas aid assistance of 0.7% of national income. Whilst this cannot be expected to be found immediately, it is important that the Island move towards this international target over the next ten years so that our policies and practice are consistent;
- ◊ endeavours to achieve consistency of policy with regard to overseas development. A commitment to sustainable development will ensure that finance, trade, environment and development policies are consistent across the board. The Sustainable Development Strategy would be an appropriate vehicle to tie these elements together;
- ◊ more tightly targets aid on the most vulnerable groups in the least developed countries as a genuine contribution to the eradication of absolute poverty in the world as outlined in the OECD Development Assistance Committee and the UN. (Albeit we acknowledge that the current approach already makes good use of limited resources, effectively targets relative poverty in many countries and accommodates funding for small community projects that slip through the nets of larger agencies);
- ◊ continues to pursue its flexible approach to funding through Non-Governmental Organisations registered and approved by the UK DfID. The use of Non-Governmental Organisations as a delivery partner ensures that the aid can be brought directly to the local communities to ensure maximum effectiveness of service with accountability of management. The Committee currently spreads very limited resources across a wide range of Non-Governmental Organisations, many of whom are too small or specialised to be funded from larger donors;
- ◊ maintains the present balance between short term assistance for emergencies with the need for longer term development work that aims to strengthen local capacities to bring about long term improvement of communities;

## 2 THE ROLE OF OVERSEAS AID

- ◊ focuses on projects that address the following issues:
  - reduce poverty while achieving broadly-based economic growth;
  - people-centred projects that give individuals, households and communities expanded access to economic, social, political, environmental and personal assets;
  - promotion of gender equality;
  - development of democracy and human rights;
  - sustainable development;
  - respond to the priorities of local people.

**We stress that current criteria, which focus on sectoral areas of support such as water and sanitation, primary health care, etc. are sound and conform to these policies. However, the higher level policies delineated here provide a broader framework which accommodate existing principles whilst broadening the scope to embrace other legitimate development priorities.**



## Grant Aid

By far the largest component of the Committee's expenditure is taken up with grant aid. A wide range of relief and development agencies are funded on a project by project basis within policy guidelines which have been established for many years. This principle of working through recognised aid agencies is well established in donor countries.

In our review of this aspect of the Committee's work we established current policies and procedures by interview of relevant individuals and sought the views of a cross section of development agencies whose projects have been funded by the Committee (a summary of the results of the agency consultation is included in the appendices):

Agency	classification	grants 1997(£)
• Action Aid	large	99,839
• British Red Cross	large	113,433
• CAFOD	large	92,338
• Cambodia Trust	small	14,970
• Christian Aid	large	103,017
• Christian Outreach	medium	62,450
• Hands Around the World	small	0
• Homeless International	small	11,086
• Mission Aviation Fellowship	medium	27,548
• Oxfam	large	197,346
• Save the Children	large	157,464
• Sight Savers International	medium	80,618
• UNICEF	large	120,920

## Present Policy

Policy has been developed with the overriding intention of ensuring that funds are applied to appropriate ends whilst ensuring clear accountability. The key aspects of this policy are reproduced in the panel below.

### Basic Policies

In seeking votes from the States' Assembly - indeed, in order to continue its work - the Committee depends ultimately on the sympathetic support of the Island's population. Of necessity, this must be at the forefront of the Committee's mind in formulating policy and considering individual applications for grant aid.

Over the years the Committee has helped to fund a great many and varied projects in developing countries. In broad terms, because the Committee is not itself able to carry out the vital functions of overseeing the work and the funding of those projects it supports, it is usually only prepared to give grants through established aid agencies which have officers in the field able in the first place to recommend a scheme from personal knowledge of it and then to act as Jersey's agents to see the project to completion.

The Committee is not willing to give direct grants for projects to be administered by governments, members of governments or their officers. Neither does it usually make direct grants to individual schools, hospitals, communities or groups, including trustees or charities set up for such specific purposes. It will, however, consider such applications where they are submitted by an established aid agency, preferably one where the Committee has established connections through its UK headquarters or UK branch of an international agency.

The Committee has established a working relationship with such agencies which provide a comprehensive range of projects throughout the third world. In order to avoid increasing administration, and thus making more effective use of States monies, the Committee will now only consider further additional major aid agencies, and those smaller agencies specialising in types of relief not covered by its existing network.

Aid agencies are required to list their applications in their considered order of priority, but the Committee do not bind themselves to such order of support. All applications are considered on their merit and grants are made accordingly, subject to achieving a geographical spread and assisting different fields of hardship.



## Funding Policies

In dealing with matters often of urgent human need it would be wrong to lay down precise and absolute rules. However, the following may help to illustrate the guidelines along which the Committee works -

- 1 The Committee prefers to fund the kind of relatively small but essential projects which are complete in themselves, for provision of equipment, or the building of a health clinic which are not always funded by governments but with which the people of Jersey can be identified.
- 2 Generally speaking the Committee is willing to consider applications for grant aid for projects costing anything from a few hundred pounds to £50,000.
- 3 It is most likely to look favourably on schemes relating to the provision of clean water, improving health, improving food production and education, at the appropriate level which will be of practical benefit to a community.
- 4 It is not willing to cover recurring expenses which have no positive identity such as, salaries, travel expenses or the running costs of vehicles.
- 5 It will not normally consider applications where the Island is asked to be a co-funder with other organisations. For the obvious reason of accountability to the Jersey public it is the policy not to give financial support where funds from several authorities go into a common pool; the only exceptions are in the event of appeals following a disaster, or emergency relief, or where those who will actually benefit are willing to make a commitment and bear a part of the expense either by raising money or by providing labour, or where the aid agency bears part of the cost from its general funds.
- 6 Where an Organisation wishes to embark on a necessary but expensive scheme (for example, the construction of a country hospital), the Committee would be willing to consider a request to help pay for a specific part of the scheme providing the cost has been arrived at separately from the entire project.
- 7 It has always been the policy of the Committee to ensure that money voted to it annually by the States' Assembly is put to work as quickly as possible and with the least formality.

**In our view these policies have served the Committee well and, indeed, several agencies have specifically commended both the flexibility with which criteria are applied and the streamlined procedure. Nonetheless, we believe these strengths can be built upon by the following recommendations:**

- ✧ project criteria should be *explicitly* expressed in terms of both:
    - whether there is appropriate evidence that the development rationale is adequately worked out (in practice this is currently checked by evaluation of the project proposal); and
    - whether appropriate outcome measures have been incorporated into the agency's monitoring and evaluation process. For example, and oversimplifying for the purpose of illustration, basic education related project measures of success might be established in terms of literacy level improvement rather than existence of buildings per se.
- Such criteria would provide the key mechanism to establish accountability through more relevant and robust outcome based measures. Furthermore, there is growing recognition among practitioners and theorists that selection of measure/constraint can incline projects to give undue emphasis to those aspects even at the expense of the ultimate intended outcome. Development of its nature is complex and difficult (but not impossible) to measure, not least because of the long term character of much work. Nonetheless an explicit emphasis on outcome measures would go some way toward eliminating drawbacks associated with constraints expressed in terms which are indirectly linked to the intended benefits.
- ✧ closely allied to the previous point, the legitimacy and value of expenses such as salaries and running costs, which may be the most significant aspects in terms of development outcome, should be accepted. Whilst a reluctance to fund these aspects is motivated by a concern for accountability this policy is prone to drive projects towards inappropriate ends. Accountability must be re-conceived in terms of development outcome measures or robust proxies;
  - ✧ development is by nature a long term enterprise and therefore grant duration should correspond to the life of the project (and hence the outcome). This would avoid the tendency to divert funds to less appropriate uses for the sake of one year "results". The policy of supporting only single year grants been adopted as an ultra cautious

strategy to accommodate the lack of assured funding continuity for the Committee. We believe that a more appropriate policy must be devised (within the acknowledged constraints of the States financing process);

- ◊ co-funded projects should be fully endorsed to enable participation in successful projects which may be more effective than those currently funded by the Committee and which may be subject to more stringent or better monitoring (and hence accountability) in view of the larger sums at stake and requirements of other funders. (Present criteria do provide for co-funding in more limited circumstances);
- ◊ evidence of host community ownership of, and ultimate responsibility for, each project should be mandatory to ensure appropriateness of the intervention and improve the likelihood of a successful outcome;
- ◊ criteria should, in principle, encompass larger projects which might have the critical mass necessary to attract greater development expertise and better monitoring. This will help reduce proliferation of small projects created by the £50,000 ceiling.
- ◊ flexibility for innovation and learning which are important in this field should be explicitly accommodated. Thus, for example, the remarkable successes which have been achieved through microfinance schemes for small businesses which otherwise have difficulty accessing commercial credit and financial services and fit well with the “hand up not hand out” principle should be able to be encompassed within the criteria;
- ◊ the number of agencies which are supported could be reduced. This would ease the substantial administrative burden which may be disproportionate to the benefits of achieving a balance within such a small budget (in global terms). Whilst this has been sustained to date through the efforts and dedication of the Honorary Executive Officer, the Committee cannot rely on this indefinitely. (De facto policy has been to support a broad portfolio of projects and agencies with the intention of achieving a balance among the basic human needs of clean water and sanitation, primary health, nutrition and education);
- ◊ projects originated or administered by government or other official structures should, in principle, be considered for support where there is appropriate evidence of accountability to electorate and democratic process. This will ensure that Jersey’s policies are not perceived to deprecate the efforts and priorities of recipients and are

consistent with the partnership ethos which is an central theme within authoritative material such as the Development Assistance Committee principles<sup>12</sup>.

...successful development strategies must integrate a number of key elements. They require a sound and stable policy framework, an emphasis on social development; enhanced participation by the local population, and notably by women; good governance, in the widest sense, policies and practices that are environmentally sustainable, and better means of preventing and resolving conflict and fostering reconciliation.

**Development Assistance Committee**

## The Project Approach

**The Committee, has, since inception, pursued a policy of inviting reputable development agencies to submit individual projects for consideration by the Committee in a standardised project proposal summary format. These are assessed, with the assistance of the Honorary Executive Officer, in terms of their relevance to the development priorities of the Committee and a selection made. Meetings are also held with selected agencies to supplement these proposals and, importantly, to enable the Committee to remain in touch with the development field.**

**Reports are prepared by the agency on progress which would be monitored by the Committee (in practice this monitoring is not being undertaken due to pressure of work).**

**This overall approach has been established to provide evidence to the Committee that funds have been applied to suitable development purposes. However the approach is critically dependant on the agencies to:**

- ◊ select projects which are soundly based from a sustainable development perspective; and
- ◊ monitor progress adequately

**It is not clear to us that to the robustness of these fundamental aspects is enhanced in proportion to the effort expended by the Committee in detailed project**

by project evaluation. On this basis one might argue that the Committee would be better advised to attempt to assess the competence and effectiveness of the agency (rather than the merits of a project). Following this line of thought, it could place the administration of part or all of its budget out to tender. Agencies could present a case for being awarded the contract which would include:

- a demonstration of the soundness of its approach;
- an explanation of the measurement and reporting processes it proposed for accountability purposes;
- evidence of its track record in development (for example, this could cite, amongst other evidence, accreditation by DfID for block funding purposes);
- proposals for marketing materials on the work done which would be provided for use by the Committee to publicise and garner support.

Such a tender process would ensure that competitive disciplines are brought to bear on the agencies and might improve both the effectiveness of the development outcomes and the accountability. The principal drawback would be the exclusion of smaller specialist agencies (although conceivably one could stipulate that a main agency employ nominated sub agencies).

## Project Selection Criteria

If the Committee wish to wholly or partially retain a project based approach there is scope to adopt a particular focus. Such a focus would build a fund of experience in a particular field and could conceivably allow Jersey to be recognised for contributing significantly to measurable progress in a limited field. Among the alternatives which might be contemplated are:

- a focus on countries which have some link with the Island. For example Jersey has natural links with small commonwealth states. However, generally these do not have the most significant development needs; or
- a focus on particular geographic areas of need, for example the bottom 20 countries measured in terms of HPI. However, given the Committee's limited resources,

conditions in these areas may not be as conducive to development as in other countries and poverty exists in pockets in most countries; or

- a thematic specialisation, for example clean water supplies. This might serve to reduce the number of agencies with which the Committee works. However this would exclude other areas which may deliver more per pound spent in development terms.

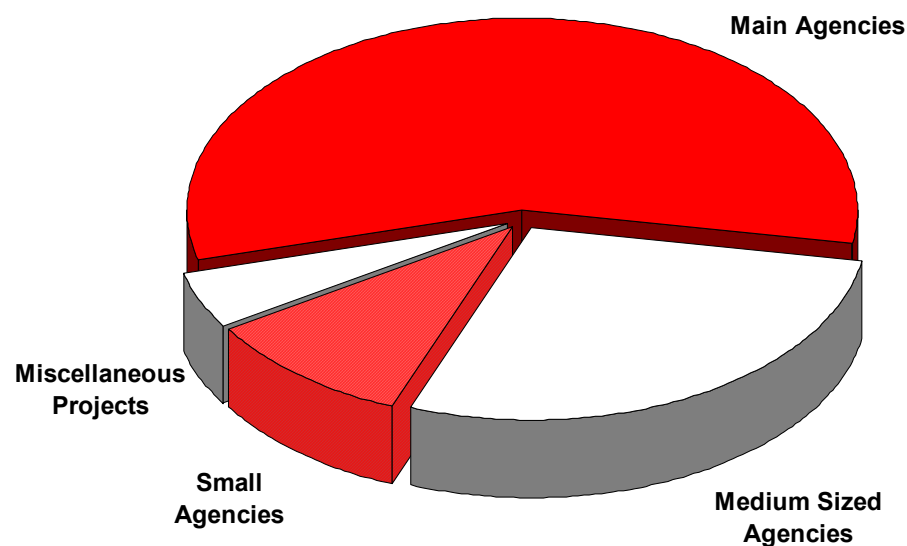
Each alternative has particular merits and drawbacks and the group saw no fundamental advantage of one option over another. However, we did note some support expressed by interested parties for a policy which is responsive to the interests of islanders. Provided this is underpinned by an insistence on fundamentally sound, sustainable development, drawing on the involvement of the local community would provide a vehicle to build understanding and support for the policies and focus of the Committee's work. It would however require more effort to articulate and implement such a policy and especially to demonstrate impartiality.

## Selection of Agencies

A broad portfolio of development agencies are funded with the largest proportion channelled through leading Non-Governmental Organisations contracted by major funders such as DfID. The Committee also support a portfolio of smaller agencies working in niche areas. The effectiveness of an agency is gauged through the project assessment procedure described earlier together with scrutiny of agency financial statements (which must be audited), informal gathering of intelligence from a network of contacts, and information gathered in the course of field trips in connection with Community Work Projects etc. This approach appears to be reasonable in the context of the modest Overseas Aid budget. Indeed, the diversity of agencies and projects funded would render direct independent monitoring and evaluation impractical. Nonetheless we did not have the resources or skills to assess the soundness of the project work conducted by agencies and we have relied on assurances given to us by the Honorary Executive Officer and President that adequate steps are taken to ensure effectiveness. If the budget is significantly expanded we would expect this approach to be reconsidered in recognition of the larger sums committed. In the case of major agencies we anticipate that suitable assurance can be gained through the evidence provided by

assessments made by donors such as DfID as set out above. If an expansion of funding to other agencies were also contemplated direct assessment may be necessary to provide equivalent levels of assurance of the robustness of approach and long run effectiveness of outcome. Such assessment will inevitably incur some cost.

## Allocation of 1996 Grant Aid (£2.2 million)



## Policy Harmonisation

Finally, we believe that the high level policies of the Committee should be set out in a more complete format than presently available to ensure that the decision making framework is both transparent and open to public challenge. This will be increasingly important if a greater degree of coherence is established between grant aid and community work project policy. Reference could be made to authoritative documents produced by, amongst others, the OECD Development Assistance Committee and Non-Governmental Organisations to provide a robust and clearly defensible foundation and context for the Committee's policies.

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### Disaster Response

The Committee earmark funds of the order of £150,000 per annum for emergency response. We believe that it is both appropriate and desirable that Jersey continue to allocate a fund for emergency use for several reasons:

- it is consistent with the remit of the Committee and meets expectations of Jersey residents;
- it provides valuable publicity and confirms that the Committee is responsive to immediate humanitarian needs;
- when effectively deployed it provides a highly visible demonstration of the way in which extreme hardship is alleviated by the Committee and thereby assists in maintaining support for its work; and
- it expresses solidarity with the suffering population.

#### *Policy Guidelines*

The Review Group propose that a formal emergency aid policy statement be prepared (setting out what is now implicit practice) in line with the basic internationally accepted humanitarian principles in that such response should be:

- for the immediate relief of human suffering;
- proportional to need;
- appropriate to need;
- non-partisan;
- independent of political considerations; and
- accountable to the States.

**Emergency grant should be spent as efficiently as possible in terms of bringing maximum relief to bear for the cash provided. As far as possible, grants should be provided for immediate spending in the economy of the receiving country. This avoids high transport and purchase costs and provides a direct injection of cash into an affected economy in need of recovery.**

In terms of proportion of funds earmarked for emergency relief the group were not aware of any appropriate benchmark but considered that the present level (£150,000) adequate in terms of the likely benefits, even if overall funding for Overseas Aid were to be increased.

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### Relief and Development

There is considerable international debate as to the linkages between relief and development. Until recently, the model was one of a "continuum from relief to development" where development and rehabilitation activities followed on when the immediate relief phase was complete. This approach can fit many natural and environmental disaster scenarios, but has proved to be inadequate in the context of a complex emergency where the long time scale of events and complexity means that relief and rehabilitation needs to be considered together. The short term approach must be consistent with the long term, and there is often no neat transition from one phase to the next.

However, many donors find this difficult to cope with because emergency relief and development come from different budget lines and occasionally from different government departments altogether Jersey is fortunate in that decisions can be made relatively easily that tie together relief and development issues and allow for flexible responses.

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### Difficulties in Disasters

There are several practical difficulties in working in disasters:

- there is generally a shortage of adequate information;
- there is often poor coordination at the field level, causing confusion and duplication. This is especially true with the Non-Governmental Organisation community;
- Non-Governmental Organisations can attach too much importance to disasters as a fund-raising activity and there are often discrepancies between humanitarian needs reported by the Non-Governmental Organisations and by the affected government;

## 4 EMERGENCY RESPONSE

Often, efficient humanitarian assistance requires the intervention of a UN multi-agency assessment mission to provide an appropriate overview and needs analysis;

- ◊ there is a propensity among governmental donors to use the emergency as an opportunity to off load unwanted relief goods such as out-of-date medicine, stockpiles of inappropriate goods etc. It is much more beneficial to spend money locally wherever possible as providing a dual benefit of injection of funds into the local community as well as meeting immediate needs.

### Approaches

The Committee have generally responded to emergencies with the minimum of delay through requests from Non-Governmental Organisations, (either direct by the Non-Governmental Organisation or through the Disaster Emergency Committee (DEC) which provides a coordination forum for UK Non-Governmental Organisations).

The DEC is an important and timely mechanism to assist in the coordination of some Non-Governmental Organisations in emergencies- The members of the DEC will be represented in many countries affected by disasters and the development of such a coordination mechanism is a valuable one which warrants support. It is possible that Jersey could continue to provide some emergency relief through this mechanism. However, the review group believes that Jersey should not restrict itself to funding Non-Governmental Organisations directly, There are existing mechanisms within the UN system which should also be used, particularly in response to natural and environmental emergencies.

In each developing country the UN is represented by a Humanitarian Coordinator. These officials are in direct and regular contact with the host government local and international Non-Governmental Organisations, other donors such as ECHO, World Bank. The UN Humanitarian Coordinator has the mandate to coordinate international relief efforts in country. They have 24 hour access to what was formerly known as the Department of Humanitarian Affairs Relief Coordination Branch (from 1 March 1998 it will be known as the "Disaster Response Branch" of the "Office for the Coordination of Humanitarian Affairs"). With the backup of the UN system, this procedure has proved itself in a number of large scale

emergencies. It is the mechanism of first response used by both countries requesting international assistance as well as donors trying to identify appropriate relief responses. The Situation Reports (SITREPS), issued for every disaster, are the prime source of international briefing material and are sent to all donor capitals and heads of UN agencies as well as being used for briefing the UN Secretary-General as appropriate. An example SITREP is included in the appendices.

### Procedural Recommendations

The Review Group recommend the following arrangement as representing the most simple, rapid and reliable mechanism to ensure a reasonable and effective response:

- ◊ A cash sum, say £100-150k is made available on an annual basis to the UN Department of Humanitarian Affairs ("DHA") Relief Co-ordination Branch in Geneva. This is the UN organisation responsible for co-ordinating the international response to humanitarian emergencies throughout the world.
- ◊ DHA can be contacted as soon as an appropriate disaster occurs and an agreed amount can be pledged. Alternatively, instructions can be given to use fixed amounts at the Desk Officer's discretion saving more time.
- ◊ DHA takes on the responsibility of administering any relief projects subject to conditions imposed by the donor. An administration fee of 3% of contribution is charged. In return, DHA provides accountability for the effective utilisation of the donation.
- ◊ The cash is administered in-country by the UN Resident Co-ordinator and spent on the most appropriate locally-available emergency needs. This provides a response targeted to humanitarian need and injects funds into the local economy.
- ◊ Pledges are tracked and reports prepared to inform donors how their contribution has been spent. There is often a time delay between a donor pledging a donation and the cash being available for spending. To compensate for this, up to 85% of a pledge will be released by DHA and reimbursed upon receipt of the pledged amount. However, DHA will only advance this money upon receipt of a suitable cash plan submitted by the UN Resident Co-ordinator.



## 4 EMERGENCY RESPONSE

- DHA maintains an effective tracking mechanism of all contributions made through the organisation. This information is released regularly so that donors and recipients can identify contribution patterns. An example is attached for reference.

### ***Benefits***

**This approach brings some significant advantages to the Committee:**

- it takes the strain off the Committee in terms of trying to find appropriate ways to respond to emergencies;
- cash can still be made available for Non-Governmental Organisations if required, and could be stipulated as a condition of release via DHA;
- the UN system provides accountability for spending in accordance with humanitarian principles; and
- aid reaches the people affected, and is only used for the projects specified.

**Feedback is provided on the progress of all disasters as they occur through the UN Situation Report (“SITREP”) system. As well as providing immediate information about the progress of a disaster, it also notes which governments have donated. Therefore, should Jersey participate in this system, the Island’s contribution will be highlighted and sent around the world along with the other donors large and small. In this way, the Jersey contribution, although possibly small compared with large countries, is shown to be consistent with other donor activities and demonstrates the Island responding publicly on the world stage. An example SITREP is included in the appendices.**

**For complex emergencies, the DEC could still provide a useful mechanism where relief and development approaches are confused and direct access to the international Non-Governmental Organisation community is required. There are benefits from both systems and it is feasible for the Committee to use both approaches as needed. A combination of DHA account plus top-up through DEC as needed would seem to be a reasonable strategy.**



## Community Work Projects

Since 1971 the Committee has organised parties of volunteers from Jersey to undertake building or similar work in developing countries for periods of four weeks. Although no detailed records have been maintained, it is thought that around 1,000 islanders have participated in projects typically in parties of 10 to 20 in a number in countries including, amongst others, Kenya, Zambia, Albania and Zimbabwe. Volunteers incur an actual or notional earnings sacrifice of the order of £50,000, contribute an element of the cost of travel (£350 per person) and undertake some fund raising.

### Participant Views

Volunteers and project leaders consulted as part of this review articulated a high level of support for work projects. At their best, work projects were considered to be beneficial both to the overseas communities and also to the volunteers that go on them.

*"I know there is much more to do than provide financial support, and I strongly feel that the involvement of the local (Jersey) population in [the Committee's] work is an essential component. I know the 1972 work project changed my life as I know subsequent ones have done for others - please don't forget them in planning" Dr David Steiner, Hands Around the World*

### Participants believe that work projects:

- ◊ provide much needed facilities and provide an impetus for the surrounding area to adopt innovations and enhance quality of life;
- ◊ help volunteers understand and experience first hand, the problems in developing countries;
- ◊ assist Jersey residents realise how fortunate they really are by giving them the opportunity to help the people of poorer countries by the donation of their time rather than their money alone, gaining personal satisfaction;

- ◊ enable Jersey residents to work in developing countries allowing both the volunteer and the community members to gain a view of each other's cultures and share personal experiences;
- ◊ show a physical and personal commitment from the island to developing countries;
- ◊ provide the operational part of the Committee's work giving an accountable and visible end result which forge personal ongoing links with developing countries.

## Limitations of Present Approach

Nonetheless, the review group noted that most, if not all, work performed by the Jersey volunteers could be undertaken indigenously at less cost (see panel overleaf). The group was also particularly concerned that there was little available data on the perceptions of the host communities. Furthermore, the limited evidence gathered from interviews with community representatives on 1997 projects offered an ambivalent assessment of benefits. Indeed, there was some evidence to suggest that projects have not always had appropriate regard for local customs or authority structures on the one hand and that host communities did not entirely endorse projects on the other.

Clearly interventions in alien cultures are fraught with difficulties and pitfalls for the unwary. Such ventures both risk dissipation of funds on inappropriate work and can reinforce the mutual prejudices, which an effectively organised cross-cultural encounter should undermine.

## A Role for Community Work Projects?

In view of drawbacks of community work projects in comparison with grant aid (from a simple pound for pound development effectiveness perspective) the review group were bound to challenge the appropriateness of this aspect of the Committee's work. We came to the view that the primary benefits of these projects lay in the potential to foster understanding of development issues in our community and personal development of participants. In addition we took note of the long established ground swell of support for this activity among participants. We therefore came to the conclusion that the present scale of Community Work

## 5 COMMUNITY PROJECTS

Projects could be considered a proper use of States funds which was not, in principle, incompatible with the aid mandate of the Committee provided that projects meet development criteria consistent with those for grant aid.

### A Simplistic Financial Perspective on a Community Work Project

*Project to construct buildings at Nyatindo School , Oyugis, Kenya 1997*

	£	£
Construction of buildings by Kenyan contractor		40,000
Additional facilities financed by volunteer fund raising		6,000
Volunteer travel, insurance and accommodation costs	16,000	
less: Volunteer financial contribution	(5,000)	
Net cost of volunteer work	11,000	
Value of volunteer work <sup>1</sup>		2,400
<b>Value of school facilities created</b>		<b>48,400</b>
Overseas Aid Committee Expenditure		51,000
Estimate of earnings sacrifice by volunteers <sup>2</sup>	19,000	

#### Notes

*values are rounded to nearest £1,000*

<sup>1</sup> *based on Kenyan tradesman rate of £2 per day for 4 weeks*

<sup>2</sup> *based on Jersey tradesman rate of, say, £8 per hour for 4 weeks. This figure is, of course, illustrative only, volunteers have diverse occupations and personal circumstances.*

## Guiding Principles

The review group was anxious to ensure that Community Work Projects are built on sound foundations, which will avoid the pitfalls delineated above. We therefore recommend:

- ✧ project selection be harmonised with that employed for grant aid purposes (within the constraints of logistical requirements, language considerations and allowing for the advantages of continuity).
- ✧ all work done in the name of the Committee must come in line with codes of conduct for relief and development workers and Non Governmental Organisations.
- ✧ due emphasis be given to both the fundamental role of the host community as owner and sponsor of the project and the privilege of being invited to enter into that community's situation. Anything other than an ethos of partnership and mutual encounter between the two communities is, in our view, unacceptable;
- ✧ projects should only be undertaken where experienced and knowledgeable leadership can be guaranteed;
- ✧ more attention be given to the selection, preparation and guidance of leaders, participants and host communities to both ensure that an appropriate encounter experience takes place and to prevent exigencies of the work undermining the primary focus of the exercise.

Acceptance of the partnership model, with greater clarity in the roles of partners, is one of the most positive changes we are proposing in the framework for development co-operation. In a partnership, development co-operation does not try to do things for developing countries and their people, but with them. It must be seen as a collaborative effort to help them increase their capacities to do things for themselves. Paternalistic approaches have no place in this framework. **Development Assistance Committee**

These principles are elaborated and supplemented by proposals for procedures below:

## Aims of the Work Projects

### *Agreed working aims of the work parties should be established*

To date the aims of work projects have not been clearly defined. The aims need to be agreed, clear, and workable and be encompassed in the overall vision of the Committee. All aspects of the work parties should be directed towards these aims. Considered aims of the review group

- ✧ Providing assistance in the form of sustainable community development by working with local communities
- ✧ Assist with capacity building.
- ✧ Providing educational and personal development of both volunteers and beneficiaries. This can be achieved through education, health, water, sanitation, agriculture and sustainable livelihoods projects.

## Selection of Projects

### *Planning*

The Committee need to increase forward planning of work projects to, at least, a year in advance to enhance the effectiveness of the projects.

The Committee should consider adopting sustainable development plans for an area that they will remain committed to for 3-5 years (flexible), with a programme approach providing a package, not just a non-functioning shell. For example, building a school with no desks or teachers or maintenance resources is not sustainable development. There should be stated criteria of when to withdraw from an area or project. The respondents felt that that each project should be considered on its own merits. Projects must have a real tangible effect on reducing poverty, and be cost effective.

### *Project Criteria*

Criteria for work projects should be agreed in line with the guidelines for grant allocation. The Committee should consider the potential of bringing the work parties in with the grants allocation by, for example, using experienced International Non Governmental Organisations on the ground to help identify work projects and working in similar areas to where grant funded projects are. This possibility would of course need to be explored with the agencies.

### **Basic criteria**

- ✧ That the immediate needs of the people are met. A definition of "need" must be agreed. The Human Development Index could be used (UNDP).
- ✧ Projects should be undertaken with a sensitivity to and consistency with the communities own development priorities and agendas.
- ✧ Geographical spread was not seen as important by the respondents as long as it was logistically possible.
- ✧ The implication of committing support to a project or area should be investigated fully at the outset, with a set time and measured outcomes.
- ✧ Projects requiring long term help externally of the community should not be considered.
- ✧ A policy should be drawn up of when to withdraw support.
- ✧ Religion should not be criteria for selection of projects.
- ✧ Teams must respect local community views and traditions.
- ✧ Partnership Ethos: The local community must maintain ownership of the project. Community participation was seen as a major part of the projects and essential to their success. However from the review it is difficult to establish whether this has been initiated effectively. Training should be developed for leaders and volunteers in sustainable development and community participation. Ground rules of what is expected of the community need to be set out prior to funding commitment. Ideally there should be someone in the field who understands both the aims and objectives and practicalities of work parties to prepare the local community, as often they have difficulty in understanding the purpose of the venture. Amongst other issues, the

## 5 COMMUNITY PROJECTS

community may see the groups as taking jobs away from the locals and this must be dealt with very delicately prior to the group's arrival.

*"All projects should be done with local communities and not for them. No matter how poor the local community is they should make some contribution in cash, materials, labour so the Jersey volunteers are helping the local community with their project for which they have made real sacrifices. Otherwise it will be a gift from outer space built by enthusiastic Martians with smiling faces who will probably come back and repair it as it is their project! I have seen heart breaking examples of work done by keen Jersey Groups totally neglected in ruinous conditions when all funds had been provided by the Committee."*

(Project Leader)

### Overseas co-ordination and planning

**An overseas contact / co-ordinator is essential for preparation, implementation, and liaison, with local people and follow up. This person must be prepared to spend time orientating the volunteers and offering links with the community. This person should be able to manage the project and future developments.**

- ◊ Retainers for local contacts should be considered.
- ◊ More recognition should be given to local contacts. Local expertise should be used as much as possible for identifying and planning projects
- ◊ Established credible links should be supported.
- ◊ Guidelines should be developed for the hiring and payment of local labour.
- ◊ Support should be given for a set project or period of time and a policy should be developed for when to withdraw support.

### Criteria to meet teams needs and safety

- ◊ Political stability
- ◊ Projects should be community based, with enough resources for the team without overstraining local facilities and resources including:
  - availability of basic accommodation, comparable to local conditions

- reliable transport, water and sanitation facilities,
- health facilities that are accessible by available transport, and the ability to evacuate any casualties
- the availability of fresh local produce.

### Fund raising

**The aims of fund raising were seen by the respondents as two fold**

- ◊ to have funds to spend in the field to either add to the project, or other local worthwhile causes, which can be decided by the leader and the group.
- ◊ to develop team cohesiveness and motivation.

### Team Selection

#### Leader selection

**The group recognise that there is a problem in finding suitable leaders who are available to run projects. A register of suitable leaders needs to be developed. An appropriate panel should select leaders. The panel needs to include experienced development workers and at least two Committee members. In addition to proven leadership skills, they should have an understanding of culture and field issues. Selection of leaders should be undertaken well in advance of the project approximately 9 months to a year and should include:**

- ◊ Previous overseas or work group experience
- ◊ Proven leadership and communication skills
- ◊ Empathy especially under stressful conditions
- ◊ The ability to relax and relate to a group of adults
- ◊ Ability to delegate
- ◊ Physical fitness, which should be proven and confirmed by a medical, completed by own GP, and a certain standard set.
- ◊ Technical and medical personnel should be suitably qualified.

## 5 COMMUNITY PROJECTS

- Medical staff should have been in decision making roles prior to the trip, they should have been qualified at least 2 years, have had some accident and emergency or first aid skills and some travel health experience if possible.

**Leader training should be developed. An up to date leaders handbook should be produced which includes:**

- Country specific security guidelines
- Casualty evacuation procedures
- Preparation check lists
- Contact numbers
- Guidelines on working with local communities/people
- Information on aid, development and useful references and local contacts
- Training information for the volunteers
- Country specific information
- Insurance information

**A set format for leaders to report back would assist with learning and development of the work of the work projects. This would assist new leaders, and help with planning for future projects, as at present it is difficult to gain this type of information in a readily digestible form. The following panel provides suggested headings for a report:**

Date of project	Practical constraints
Country of project	Local contacts/support
Brief description of project	The group
Project preparation	Food /accommodation
Interviews / selection of group	Transport
Administrative support	Health of the group
Fund raising, amount raised, methods	Recommendations for future projects

Information on project/ local contact	Recommended future leaders/deputies
Travel to project	Financial report
In country	Confidential section
Project achievements	

### **Volunteer selection**

**An agreed interview format should be set, with agreed questions and a set interview panel of 4-5 people. A selection weekend was suggested this would be a more thorough assessment and could include team and physical exercises and an interview. Selection of volunteers should be done at least six months prior to the project and should include:**

- Good level of physical and mental fitness - confirmed by a medical completed by own GP, and a certain standard set.
- Mixed ages and mixed skills are essential
- Motivation, commitment and enthusiasm
- A team player
- Adaptable and uncomplaining
- Parents of young children should be discouraged

### **Project team selection should include**

- At least 75% of new people
- Those who are training with the possibility of working overseas should be encouraged.
- The number of times people are accepted on projects should be limited unless they have specific skills
- An upper age limit should be set at 55-60? (cf. VSO who take volunteers up to 70 years old if they are fit, however work parties are usually physical)

- ✧ Consideration should be given to how much the Portuguese and other minority communities within the island get involved in overseas aid this may be an area that needs to be encouraged.

### **Group Size**

The optimal size of the groups is dependent on the project, hosts and logistics. However it was felt that 15 was a good number. With a lower limit at 10 and an upper of 18 if the team have to cook and clean for themselves. Too large a group can cause cliques, which can undermine group cohesion and leader authority.

### **Skill Requirement of the Team**

The policy of sending unskilled volunteers should continue. The issue of sending unskilled people can be debated. It is an issue that can be seen as a negative aspect of work groups and questions their effectiveness. The respondents were unanimous that unskilled people should go on projects. All volunteers have something to contribute to the group, the local people or the project itself. If the aims of work projects are agreed as partly educational then the case of all skilled staff is not an issue. The work projects are rarely solely reliant on having the skills from Jersey. The project is usually started and finished by the locally skilled people. The educational interaction is two-way between the local people and the Jersey teams. Having too many skilled people who are not flexible and versatile, or who are not gainfully employed can cause frustration. However, some work projects could take smaller groups of skilled people to undertake specific tasks. This would probably be more appropriate and cost effective and should be considered. The project will determine the group selection and the skill mix and may vary.

Many respondents felt that male/ female ratio should not be an issue in selection. In reality more women apply for the projects. Despite this, groups are usually around 30:70 female to male.

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## **Preparation of the Teams**

### **This should include the following:**

- ✧ Overview of Overseas Aid, and the work and structure of the Committee
- ✧ Facts on the country, history, customs, money
- ✧ What is expected of the volunteers, including ground rules and behaviour, the work involved, nature of living conditions
- ✧ Skills training including basic building skills and team building
- ✧ Contact with past projects and volunteers hearing about their experiences
- ✧ Lots of meetings really to get to know each other to help the team gel
- ✧ Education on political and development issues including 3<sup>rd</sup> world debt dependency
- ✧ Exploring issues of working and living together as a team co-operation and problem solving exercises and testing how people may react under psychological pressure and physical fitness
- ✧ Physical fitness
- ✧ Education for the teams on health risks and preventative healthcare including first aid.

These areas are already included in the preparation of the volunteers. However, regular feedback and evaluations will ensure the correct information is given.

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## **Volunteer Contribution**

Consideration needs to be given to increasing the volunteer financial contribution. Work projects are not cost effective in direct aid terms. Sending a work team can add a considerable amount to a project. The cost of sending each volunteer in real terms is approximately £1,000, which could go directly towards development aid. The group therefore felt that it would not be unreasonable to require a larger contribution from volunteers, perhaps covering all travel costs as is typically required on personal development ventures such as Operation Raleigh (although some discretion could be accommodated in appropriate circumstances).



Despite this argument the majority of the respondents (80%) said that the contribution was about right. Only one respondent felt the contribution was too much and one felt that it should be doubled. If the contribution was increased the money from this could be used for direct aid or to help fund a full time work project co-ordinator. A major concern of raising the contribution is that some people may be excluded for financial reasons. This issue may be resolved through business sponsorship and work placements. These could be developed if the work projects were promoted as beneficial both professionally and for personal development.

### Administrative Support

The employment of an administrator has been very successful. However, to help both the administrator and the leaders it maybe useful to have some guidelines of support available and clear roles and responsibilities. (Generally, volunteers considered that the project leader should do most of the work project administration and contacting the hosts).

Further administrative assistance maybe required such as:

- ✧ Setting up interviews and responding to applicants.
- ✧ Secretarial support, photocopying (Greffé) Fax/email and postal communication with hosts
- ✧ Travel arrangements and (early) flight booking (direct if possible)
- ✧ Informing teams of injection dates (medical co-ordinator)
- ✧ Arranging traveller's cheques (Greffé),
- ✧ Induction day and arranging meetings if required
- ✧ In the field minimal support is required.

### Feedback

On return from the field there needs to be on going evaluation and feedback which is constructive for both the leaders and volunteers to the Committee. This will develop institutional learning and develop on going support for the work groups.

- ✧ Consideration should be given to formal de-briefing on return from the field
- ✧ Evaluation forms for the volunteers should be developed
- ✧ Format to be developed for Leaders reports and information should be accessible for future teams.

### Returned Volunteers

The respondents were asked if leaders and team members should contribute something to the island on return. Two thirds of the respondents felt that this was appropriate. This is already encouraged but the focus peaks and troughs and often loses momentum. Ways need to be developed to maintain the interest of returned volunteers. The following are some suggestions

- ✧ Setting up of a twice-yearly newsletter to all previous volunteers and social events may help to maintain interest (which could be on a subscription basis to defray costs)
- ✧ Volunteers can assisting in training and preparing volunteers and publicity
- ✧ Facilitate the establishment of a local overseas group
- ✧ Development education to local schools and the general public
- ✧ The Committee could encourage and forge links with other world development groups such as Oxfam, Tools for self-reliance, Amnesty to mention just a few.
- ✧ Regular guest speakers or development talks
- ✧ Possibly yearly fund raising events



### Co-ordination

At present work projects run parallel to the grant section. The selection, planning and organisation of work groups lacks formal structure which reduces scope for institutional learning. Roles and responsibilities are not clearly defined. Volunteers, leaders, Sub-Committee members and the President all carry out aspects of the work. All are dedicated but most have full time jobs and family commitments. Currently various people, including the President are carrying out co-ordinator tasks, there is no one point of contact.

If projects are to continue and increase their effectiveness, the Committee must continue to harness all the wealth of experience in overseas aid in the Island. Questionnaire respondents regularly indicated a desire to be involved and genuinely want to help. However, in our view, a catalyst is required to channel and co-ordinate all these energies, in a coherent and effective manner. We therefore recommend that the Committee employ a full time officer. In respect of Community Work Projects the responsibilities of this post could include:

- ✧ Setting of the agreed criteria for work projects
- ✧ Identification of new projects
- ✧ Leaders training and briefing packs, (especially if leaders are new)
- ✧ Security guidelines
- ✧ Casualty evacuation procedures
- ✧ Briefing and communication with local co-ordinators
- ✧ occasionally leading groups, which might help the problem of identifying leaders
- ✧ Establishing a register of potential leaders
- ✧ Exploring the possibilities to develop a sixth-form work group projects (post A levels)
- ✧ Arranging occasional social events to raise issues and to maintain interest
- ✧ Assistance with fund raising, e.g.: setting up of one or two large events each year
- ✧ Possibility of chairing or co-ordinating the Sub Committee (the role of the Sub Committee need to be clearly defined).

The skills which this post would require naturally extend to other functions of the Committee ( considered further in the other sections of this report):

- ✧ Policy and strategy advice and background research
- ✧ Advocacy and campaign work
- ✧ Establishing twinning of local schools and Youth groups with overseas partners and supporting established ones.
- ✧ Co-ordination with other local groups

If the Committee is unable to commit to a full time office the above issues should be addressed and taken forward by the Committee and Sub Committee, with appropriate allocation of responsibilities.

### Other Initiatives

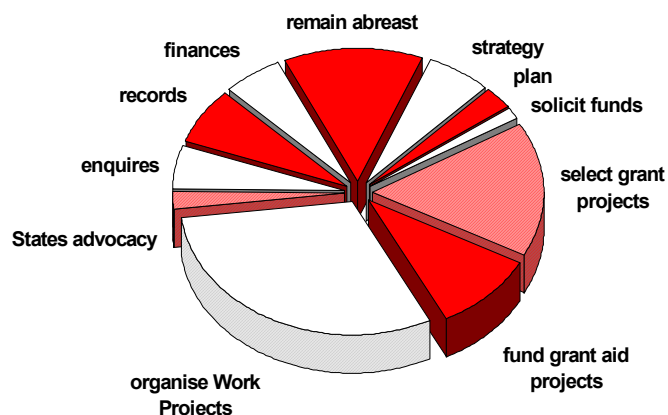
Finally, the review group note that whilst Committee funds individuals taking up posts through VSO or similar it has generally been reluctant to consider requests for funding from individuals or groups in the island who are pursuing development related initiatives. Whilst we recognise that some caution is essential to avoid opening a floodgate to ill-conceived or otherwise inappropriate ventures we believe that benefits and difficulties closely parallel the Community Work Project scenario. From this perspective we believe that the supervisory function alluded to above should also embrace these situations, within appropriate policy guidelines. Such an extension would support local individuals and endorse their enthusiasm and concern whilst steering efforts toward sound and informed practices (where necessary) and promoting greater awareness of development fundamentals among those most sympathetic to the issues.

## Organisational Structure

The Committee has, since inception, adopted a very cautious administrative policy which sought to make maximum use of the voluntary resources in discharging its duties. This policy sits well with the honorary ethos which features so strongly in our community and has been instrumental in channelling the maximum possible funding directly into development work. The achievements of the past 27 years are a testimony to the dedication of the many people whose voluntary efforts have underpinned the work of the Committee.

We have developed the process model presented on the facing page to illustrate the tasks which we have identified within the Committee's remit. Whilst we have not had opportunity to undertake an analysis of the distribution of effort among these tasks the broad contours can be construed from our interviews:

**A preliminary estimate of effort expended by task**



**Our interpretation of the tasks undertaken by the individuals shown on the process model suggests that:**

- ⊗ the tasks of developing policy and strategy justify more attention. This will of course assume even greater significance if the budget is increased.
- ⊗ additional effort should be expended on areas which are not “operational” including advocacy within the States and with the public and educational work at all levels. This investment would enhance understanding of, and support for, the work of Committee and combat current pressure to curtail the Committee's activities;
- ⊗ more attention could valuably be directed to support and guidance of voluntary initiatives outside the Committee's Community Work Project arena;
- ⊗ leadership, supervision and coaching of leaders and participants on Community Work Projects merits more attention and guidance;
- ⊗ Community Work Projects expend the efforts of many people even though the rationale is more loosely development based than other areas and the proportion of funding allocated to this component is relatively modest;
- ⊗ despite the foregoing, we acknowledge that within the present grant are procedure, there is scope to increase grants without a proportional increase in administrative overhead through the simple device of increasing individual grant amounts.

**In our view, the Committee must however reconsider the resources it devotes to these issues and either:**

- ⊗ restrict itself to more modest and streamlined procedures (for example by contracting out the administration of grant aid and curtailing Community Project Work) or
- ⊗ acquire the services of suitably skilled individuals or organisations to fulfil the principal requirements we have identified here.

**We are acutely conscious of the occasional headline stories of inefficiencies and waste among development agencies. Such adverse publicity, whilst completely at variance with the actual record of this Committee may unfairly taint the public image of Overseas Aid by association. Whilst we therefore understand that the Committee may be reluctant to increase expenditure on management and administration matters we suggest that this may be counter productive and indeed**

masks the necessary management and administrative effort which is undertaken. This is most clearly visible in respect of grant aid where the legitimate administrative costs of agencies (through whom most funds are administered) are borne by other donors to the Committee's benefit. However the dangers are perhaps most pertinent in respect of the Community Work Projects, policy / strategy and promotional areas enumerated above. We have no simple solutions and recognise that human resource scarcity is a pervasive problem in the Island. Nonetheless:

- ⊗ we suspect that there are individuals available in the Island who could undertake some of these tasks on a remunerated basis;
- ⊗ more use could be made of the expertise of development agencies; and
- ⊗ some scope exists to the ease the existing workload by changes in procedure (for example reducing significantly the number of agencies which are funded, reducing the number of community work projects)

**Previous sections have particularly articulated the need for a supervisory role in respect of Community Work Projects. Such a role might naturally also encompass**

- ⊗ key aspects of the advocacy and educational tasks which could be achieved by a better co-ordination and marshalling of all available resources; and
- ⊗ the guidance and encouragement of initiatives alluded to above

**The vital task of championing the Committee's work in the States will continue to require the vigorous attention of the Committee itself. Nonetheless, a senior individual of the nature envisaged here could do much to assist the members in this task by advising on the development of robust policies and well articulated strategies as well as providing the briefing and advisory functions which other Committee's rely upon as a matter of routine.**

## Is a Trust Required?

A number of parties have proposed the possibility of establishing a trust vehicle to undertake some of the Committee's functions. Our assessment of the merits and disadvantages of a trust structure are summarised in the panel below. A trust has

some operational attractions and particularly might encourage participation of non States members. However we were concerned that such a strategy might further distance States members from the complex issues of development and consequently weaken support for aid in the States. This overriding concern led us to conclude that a trust vehicle would not be desirable at this time.

### **Charitable Trust Advantages:**

- ⊗ Identification of public with specific projects
- ⊗ The Trustees could be persons other than States members thereby locking into additional experience.
- ⊗ The ability to be able to fund long term projects.
- ⊗ The ability to employ assistance without increasing the states headcount.
- ⊗ The ability to employ a marketing representative to achieve a higher profile.
- ⊗ Continuity which overcomes the difficulties associated with a Committee whose composition may change every three years.
- ⊗ The ability to be able to attract additional funds
- ⊗ Investment of funds to produce extra income

### **Charitable Trust Disadvantages**

- ⊗ The States may reduce funding. There would have to be an agreement that funding from the States would continue and that funds from external sources would be supplemental to States' Aid.
- ⊗ The Trust would be competing against other charities for funds both domestic and international charities.
- ⊗ There may be liability issues as a result of projects undertaken.
- ⊗ The composition of the Trustees would have to be evenly balanced and may be a composite of States Members and external members.
- ⊗ A trust may create a dilution of interest in the States to overseas aid.
- ⊗ Cost of Trustees and professional liability insurance.

Finally we note that the preliminary approaches we made to representatives of the business community indicated that the scope for raising further funds from this source are unfortunately very limited.

## Method and Results

As noted in the main body of the report the Review Group approached a cross section of aid agencies with whom the Committee works to obtain the views of these stakeholders. The group are aware that interpretation of responses must recognise the interest respondents have in the outcome and have taken this into account in formulating its views. This appendix provides a full account of responses which the group have interpreted in the main body of the report.

Agencies were selected to include representatives of various sizes and to include knowledge of the Jersey context (through “Hands around the World” directed by Dr David Steiner whose long association with the work of the Overseas Aid Committee is well known).

Agency	classification	grants 1997(£)
• Action Aid	large	99,839
• British Red Cross	large	113,433
• CAFOD	large	92,338
• Cambodia Trust	small	14,970
• Christian Aid	large	103,017
• Christian Outreach	medium	62,450
• Hands Around the World	small	0
• Homeless International	small	11,086
• Mission Aviation Fellowship	medium	27,548
• Oxfam	large	197,346
• Save the Children	large	157,464
• Sight Savers International	medium	80,618
• UNICEF	large	120,920

The full text of the agency questionnaire developed by the review group is reproduced in the shaded panel below.

### Mission / Vision

A mission statement is required to assist the Overseas Aid Committee in:

- establishing an appropriate overall focus to its work;
- creating a sense of purpose and significance; and
- engendering stakeholder commitment (key stakeholders include the Jersey public, members of States of Jersey, Overseas Aid Committee, volunteers, agencies receiving grants and the individuals or communities requesting aid assistance).

### Question

*1(a) Does your organisation have a mission statement which might fulfil some of these requirements and which could be used as a source of ideas for the formulation of a mission statement appropriate to the Overseas Aid Committee? If not, do you have any other proposals which could be considered?*

*1(b) In your view, should a specific focus (for example on poverty alleviation, disaster prevention/preparedness, emergency grants, sustainable development etc.) be set?*

### Policies

High level policy statements are required to expand this mission into a broad and appropriate framework for action. Such a framework should provide flexibility to respond to opportunities and challenges as they arise whilst clearly remaining within the bounds of the mission. The policies should also ensure that resources can be seen to be used in ways which can be demonstrated to be effective and should incorporate recognised best practices.

### Question

*2 Does your organisation have a statement of policies which might fulfil some of these requirements and which could be used as a source of ideas for the formulation of policies appropriate to the Overseas Aid Committee? Do you have any other proposals which could be considered?*

(Some issues which might be appropriate to consider in framing policies include, inter alia:

- whether to focus on specific areas (e.g. health, water, education)
- whether to focus on particular regions or countries (e.g. small Commonwealth countries)
- whether to include proven approaches, for example micro-credit or female development not currently supported by the Overseas Aid Committee
- acceptability of co-funding / partnerships, long term projects, revenue as well as capital funding)

## Project Criteria

The existing criteria for projects which the Overseas Aid Committee will consider funding are set out in an attachment. Some issues which might be considered in assessing the appropriateness of these criteria include, inter alia:

- do the criteria unnecessarily exclude projects which would be effective (for example by excluding salaries, long term projects, projects exceeding £50,000, co-funded projects etc.)?
- how can eligible grant requests be ranked in terms of likely effectiveness?

## Question

- 3 *Accepting that criteria will depend on policies selected, what are your views on the strengths and weaknesses of present criteria? Do you have any proposals for improvements or alternative criteria (for example based on those which your organisation employs)?*

## Accountability and Control

As a steward of public funds the Overseas Aid Committee must be seen to take reasonable and appropriate steps to establish that funds are effectively deployed. De facto, the present approach depends on the expertise of agencies to screen and nominate projects which (in the judgement of the agency) will be likely to have a positive outcome. These are then further assessed by an officer of the Committee for conformance with the criteria described above and a selection is made having regard to the Committee's stated priorities. The Committee further relies on the

agency to perform on going project monitoring. In addition, detailed project reports must be provided by the agency to evidence both this monitoring and eventual outcome.

## Question

- 4(a) *In your view, could this process be simplified or otherwise improved? What alternatives are available to the Committee to provide assurance that grants have been effective?*
- 4(b) *Would it be practical for the Committee to make an overall assessment of the effectiveness of an agency (e.g. considering its alignment with the Committee's mission and policies together with examination of evidence of its efficiency and accountability) and make unspecified or loosely specified lump sum grants on this basis?*

## Operational Procedures

Presently grants are made to numerous agencies on the basis of project nominations submitted in writing in prescribed format (example attached). This is supplemented by 30 to 60 minute face to face meetings with selected agency representatives to gain further insight into current development and relief issues or project specifics.

## Question

- 5 *If this procedure is retained, can this process be made more effective or efficient for the Committee or the agency?*

## Other Issues

In light of your experience in this field, and experience of dealing with the Overseas Aid Committee you may wish to put forward additional proposals not addressed above. Any such input would be most welcome and may be included here.

## Question

- 6 *Do you have any other proposals or comments which should be considered?*

## Summary of Responses

**Does your organisation have a mission statement which might fulfil some of these requirements and which could be used as a source of ideas for the formulation of a mission statement appropriate to the Overseas Aid Committee? If not, do you have any other proposals which could be considered?**

- ✧ A number of submissions were received which could be selectively drawn upon in formulating a mission statement high level policies and strategy. These are available for the Committee but, to contain the size of this report, are not reproduced here.

**In your view, should a specific focus (for example on poverty alleviation, disaster prevention/preparedness, emergency grants, sustainable development etc.) be set?**

- ✧ Focus should not limit range...but reflect current development thinking on best practice and remain broad and flexible enough to allow new and innovative approaches (Action Aid)
- ✧ Poverty alleviation can only be achieved through a combination of activities, e.g. disaster preparedness plays an important role and so does sustainable development, health education and education...a focus should not exclude...ability to take a lead in funding new initiatives and innovative projects (British Red Cross)
- ✧ Find it helpful when a donor is prepared to fund a wide range...special focuses can lead to some less "popular" development work being excluded (CAFOD)
- ✧ All the areas [are] essential for the strengthening of the poor. The elimination of poverty is an ultimate aim, however it is a very long term, perhaps unrealisable. The poorest are usually the most vulnerable to disasters and emergencies and thus disaster prevention and preparedness and emergency aid and rehabilitation remain important...Christian Aid's overseas priorities are food and security, women's education and health, the environment and emergencies (Christian Aid)

- ✧ Probably not...the Committee's focus is largely on capital projects and in some respects this has been helpful. It is not always easy to secure funds for buildings or vehicles...broadening...will inevitably attract a greater number of proposals (Christian Outreach)
- ✧ Disaster relief is the area in which the public is most generous and [the Committee] must be able to see far beyond this (Hands Around the World)
- ✧ It is useful for a donor to provide some focus...however the willingness to be flexible...is beneficial...wider issues such as sustainability and poverty alleviation be set as overall requirements within a flexible framework (Homeless International)
- ✧ Specific focus can clarify to the donating public ...how money will be used. But...can freeze out projects...hard to define in practice (Mission Aviation Fellowship)
- ✧ Focusing on poverty alleviation through sustainable development is the most effective method of helping people in developing countries to tackle cyclical problems such as environmental degradation, conflict and endemic poverty. However this should not preclude humanitarian assistance where needed, particularly when assistance can better prepare communities for future disasters and emergency situations. (Oxfam)
- ✧ We do not necessarily see it as desirable...to include a specific focus. (Sight Savers International)
- ✧ Investment in "basic human needs", - primary health, basic education, adequate nutrition, clean water and sanitation - are the only forms of "sustainable development" and are the best investment in the long-term reduction of poverty and the avoidance of man made disasters. There must be a capacity always, however, to respond to humanitarian disasters. (UNICEF)



**Does your organisation have a statement of policies which might fulfil some of these requirements and which could be used as a source of ideas for the formulation of policies appropriate to the Overseas Aid Committee? Do you have any other proposals which could be considered?**

- ✧ Document 'Giving people choices' focus on human development...focus on projects which maximise impact of interventions through advocacy, scaling up & replicability. (Action Aid)
- ✧ British Red Cross has defined priorities. If the donor defines priorities, this restricts scope for co-operation with some agencies. (British Red Cross)
- ✧ In midst of review, so no final document. Don't introduce geographic and thematic focus as cuts out general projects addressing human needs. Do broaden criteria (Christian Aid)
- ✧ Focus on Poverty and Conflict, needs of women, sustainable use of earth and resources. (All expanded upon) World wide focus. Long-term partnerships (Christian Aid)
- ✧ Health concerns, Africa and SE Asia. New projects occur in countries where they have historic links or expertise within the organisation. (Christian Outreach)
- ✧ Very challenging question. Needs in depth discussion. Think Jersey should try to make significant difference in some field where Jersey has expertise, e.g. diary farming, eco-tourism, banking for micro-credit, in-service training and funding as JWPT do. Short term-volunteers go to skill-share and learn. Charities would welcome an ongoing commitment (Hands Around the World)
- ✧ Wary of rigid criteria. Re-focused work onto smaller no. of countries where we have capacity for long-term relationships. Revenue funding essential to support development of sustainable organisations (Homeless International)
- ✧ By not restricting scope, Oxfam can offer help where most needed and in most appropriate way. Invest in people to work themselves out of poverty. On balance, a strict focus not desirable. Even with narrow focus Comic Relief gets 5 times more projects than they can support ((Oxfam))

- ✧ Could increase impact of limited funding by targeting. What to target is a huge debate. It should not be emergency relief, as much is available and reduces amount on long-term development (Sight Savers International)
- ✧ Save the Children have thematic/sectoral priorities and a number of cross-cutting themes for the next 4 to 5 years. They have drawn on their own experience and the principles of the UN Convention of the Rights of the Child. They have a particular strategy to focus on children in the least developed countries and target the most marginalised (Save the Children)
- ✧ Use a revised Grant application, asking for knowledge of community and likely impacts. (Cambodia Trust)
- ✧ We take UN Convention on Rights of child. A 'human rights' base might be worth considering. We focus on Least Developed Countries and give priority to Africa. (UNICEF)

**Accepting that criteria will depend on policies selected, what are your views on the strengths and weaknesses of present criteria? Do you have any proposals for improvements or alternative criteria (for example based on those which your organisation employs)?**

**Strengths of present criteria**

- ✧ Straightforward, expedient procedures, much appreciated. (Action Aid), (Christian Aid)
- ✧ Many good aspects (British Red Cross)
- ✧ No restrictions on region, like openness to Eastern Europe. (Christian Aid)
- ✧ British Govt. doesn't fund vehicles built outside UK, Jersey fills a need not covered by all governments. (Christian Aid)
- ✧ For small projects, refreshingly simple (Christian Outreach)
- ✧ Gives a degree of flexibility which is welcome, our criteria are narrower(shelter) (Homeless International)



- ✧ Sensible balance between too strict and too little guidance (Mission Aviation Fellowship)
- ✧ Concise and clear, provide a great deal of certainty (Oxfam)
- ✧ Straightforward, quick decisions, little formality...Jersey fills a need not covered by all governments (Save the Children)

## Weaknesses

- ✧ The criteria do not include consultation with the people expected to benefit. (Christian Aid)
- ✧ The most disadvantaged in community, including women and disabled, should benefit (Christian Aid)
- ✧ There should be no religious or ethnic bias (Christian Aid)
- ✧ Where relevant environmental effects should be included. (Christian Aid)
- ✧ Aim to be sustainable in the longer term (Christian Aid)
- ✧ Reporting requirements too loose for projects close to £50,000 (Christian Outreach)
- ✧ Criteria are inflexible. Abolish them and let charities have carte blanche for challenging ideas (Hands Around the World)
- ✧ Salary for a foreign national is sometimes such a crucial element that it should not have to be excluded. (Mission Aviation Fellowship)
- ✧ They exclude salaries, training etc, co-funding and longer-term projects (Oxfam)
- ✧ Excluding running costs makes no sense where they are directly linked to the whole project (Sight Savers International)
- ✧ Exclude salaries, training, monitoring and evaluation costs - though recognise that this would lead to a rise in applications for already limited funds (Save the Children)
- ✧ Unless criteria amended to enable poor people to have greater control, projects will tend to create dependency and be non-sustainable (Cambodia Trust)

## Alternatives

### Part funding

- ✧ Part funding of projects would open up new opportunities for the Committee, also increases leverage for (Action Aid) as the project has an official seal of approval. (Action Aid)
- ✧ UK and European Commission both fund up to 50%, to encourage diversity in funding. Reporting procedures can reflect exactly where each donor's funds have been spent (Action Aid)
- ✧ Allows greater flexibility to us in selecting appropriate projects. (Action Aid)
- ✧ Gives greater security for project if one agency reduces funding (Christian Aid)
- ✧ Very successful projects attract interest from many donors, so the Committee are missing out (Christian Aid)
- ✧ UK and EU monitoring is stricter than Jersey thus better monitoring with co-funding (Christian Aid)
- ✧ Happy to join with larger partners, who are working along the same lines (Christian Aid)
- ✧ 10 page flowchart for assessing co-funded projects + 2 pages of guidelines provided (Christian Aid)
- ✧ More flexible approach an advantage (Christian Outreach)
- ✧ Many of our projects 50% funded by DfID, so are unavailable for funding by the Committee (Oxfam)
- ✧ Strongly recommend co-funding. If just supply a vehicle, are co-funding anyway with lots of other donors to the charity, who pay for the running costs!! Should be no problems with accountability (Sight Savers International)
- ✧ Co-funding desirable, provided there are clear boundaries (UNICEF)

### £50,000 limit

- ✧ should raise ceiling on some occasions to fund excellent projects (Action Aid)

- ✧ Some projects are over £200,000 and have much greater impact on the communities (Christian Aid)
- ✧ Limit is helpful as it allows a wider variety of projects to be funded (Christian Outreach)
- ✧ Sensible when public finances under strain, but exceptions should be allowed (UNICEF)

## *Limiting to water, health and education*

- ✧ Limiting to water, health and education means that don't take into account consultation with the poor (Action Aid)
- ✧ Governments expect agency to gain maximum experience in human development (Action Aid)
- ✧ Support projects which build on local capacity and initiative (British Red Cross)

## *Unwillingness to fund salaries*

- ✧ Good projects need salaries to design, assess etc. Investment in human development means increasing proportion on salaries etc. Co-funding can share these costs with others (Action Aid)
- ✧ Agencies or local partners should be able to take over at end of initial funding period (British Red Cross)
- ✧ Running costs essential to many projects. By funding only capital projects only dealing with part of the picture. (Christian Aid)
- ✧ Funding a new vehicle, immediately incurs running costs (Christian Outreach)
- ✧ Development is about people, health clinic building without a trained nurse is much less effective (Oxfam)
- ✧ The non-tangible parts of a project are harder to fund-raise. By funding salaries, the Committee can 1. communicate real nature of development work 2. Leave more buildings to be funded, which tend to be more popular (Oxfam)
- ✧ Needs of developing countries increasingly in area of transfer of knowledge, salary of trainer a valuable investment (UNICEF)

## *Exclusion of long term projects*

- ✧ 2 - 3 years (British Red Cross)
- ✧ We work with partners on a long term basis (Christian Aid)
- ✧ Charities/agencies would welcome a long term commitment (Hands Around the World)
- ✧ Development work is long-term and the needs change and reduce over several years (Oxfam)
- ✧ Multi-year commitments(up to 3 years), increase 'sustainability' (UNICEF)
- ✧ In favour of 'goal-setting', looking for opportunities to expand opportunity, enabling it to 'go to scale' (UNICEF)

## *Advocacy work*

- ✧ We fund partners whose work centres on advocacy both in north and south to challenge global system (Christian Aid)

## *Ranking projects*

- ✧ the Committee can do so from their past experience (Christian Aid)
- ✧ Already done according to our internal Appraisal, monitoring and evaluation system. (several pages enclosed) It would need field visits for the Committee to do it for themselves (Christian Aid)
- ✧ Attach some weight to previous experience (Christian Outreach)
- ✧ Costs per beneficiary (Christian Outreach)
- ✧ Some funding for innovative or 'risky' projects, to gain experience (Christian Outreach)
- ✧ How far are beneficiary community involved and esp. women (Oxfam)
- ✧ Why not look at Guernsey's criteria? (Christian Aid)

## In your view, could this process be simplified or otherwise improved? What alternatives are available to the Committee to provide assurance that grants have been effective?

- ✧ We operate very rigorous monitoring procedures and hope our reports provide assurance that grants have been effective. (Action Aid)
- ✧ Satisfactory, but work in developing countries takes time, so 1 year, better than 6 months for final reports. Alternative includes random checks (British Red Cross)
- ✧ Current system relatively easy to administer, ensures fair degree of accountability. (Christian Aid)
- ✧ Simple and accessible, short report after a year may help ensure the Committee monitors progress in medium to longer term (Christian Outreach)
- ✧ Reasonable, but the Committee must trust charities to make decisions involving risk. 'Failure' of a project should not necessarily lead to blame being laid at door of well-meaning charity (Hands Around the World)
- ✧ Rigid monitoring guidelines are inappropriate for many development projects. Stifle development of more innovative qualitative indicators which could give much more insight into the impact of projects. (Homeless International)
- ✧ Trustees see at first hand more of the projects, though possibly unrealistic cost-wise (Mission Aviation Fellowship)
- ✧ Very efficient, even if Honorary Executive Officer were paid (Oxfam)
- ✧ Current system cost-effective and sufficient for the Committee and agency. For more detail could fund evaluations by independent team, though expensive. (Sight Savers International)
- ✧ Responsibility and confidence placed in Non-Governmental Organisations by the Committee of critical importance.
- ✧ Current system works well Save the Children could share more of their internal evaluations, but don't want to increase already large workload (Save the Children)
- ✧ Needs independent assessment from time to time. (Cambodia Trust)
- ✧ Generally satisfactory (UNICEF)

## Would it be practical for the Committee to make an overall assessment of the effectiveness of an agency (e.g. considering its alignment with the Committee's mission and policies together with examination of evidence of its efficiency and accountability) and make unspecified or loosely specified lump sum grants on this basis?

- ✧ A block grant would allow long-term funding, not annual reports and allow more time to monitor impact (Action Aid)
- ✧ Un-earmarked funds allow flexibility. Agency could use the Committee criteria and report back at year end (British Red Cross)
- ✧ Difficult for the Committee to make fair and thorough assessments of a large number of agencies, given its limited resources. (Christian Aid)
- ✧ EC block grant determined in advance and paid in June each year. Select projects from previous October to following November during which grants must have been transferred, and send combined proposal / report on each project to the Commission. (Christian Aid)
- ✧ We would be enthusiastic if (Christian Outreach) was included among the agencies! Generally we have been outside block grant system so prefer the Committee's individual project approach (Christian Outreach)
- ✧ Lighten burden on the Committee at the expense of more innovative projects and agencies. Good for the agencies selected (Homeless International)
- ✧ Give, say, 75% to, say, 5 agencies. Ask agencies for report in detail on 2 or 3 for communication purposes, short reports/accounts for rest. Would reduce applications Committee receives. Oxfam has very successful Block Grant arrangement with British Government. (Oxfam)
- ✧ Save the Children have already been reviewed by DfID and certified for receiving joint funding block grants. This gives them greater stability for long term funding (Save the Children)
- ✧ Block grant system useful for agencies, cheaper administration, better forward planning. the Committee need clear guidelines, and need to reassess agencies policies regularly. (Sight Savers International)

- ✧ Movement to block grant system a retrograde step as it would remove the Committee's independence (Cambodia Trust)
- ✧ Interesting suggestion, perhaps appropriate for agencies with which there has been a long association and trust. Most Governments support UNICEF with mixture of 'general resources' support and 'ear-marked funds'. (UNICEF)

## **If this procedure is retained, can this process be made more effective or efficient for the Committee or the agency?**

- ✧ As London staff don't know every detail of projects, helpful to know in advance of any queries the Committee want to raise, before London meeting. (Action Aid)
- ✧ Very satisfactory (British Red Cross)
- ✧ Improved format for applications. One page proposal for each project, with specific headings for each issue (consultation with local people, effect on women etc.). A second page for the budget. Telephone calls may be cheaper and more effective way to clarify issues than annual face to face meetings. (Christian Aid)
- ✧ Definite benefit to have regular face to face contact with the Committee. (Christian Aid)
- ✧ Present procedure unique and attractive. Warmly welcome opportunity to meet decision makers. Also opportunity for practitioners to influence thinking and approach of people deciding how funds are dispersed. (Christian Outreach)
- ✧ Arising from Q.2, if Jersey has a commitment to a particular area/region then agencies come to Jersey to present ideas. the Committee members visit project, greater commitment of States members to work of the Committee. (Hands Around the World)
- ✧ Essential to keep funders up to date with our work. Useful to have some formal or informal feedback on proposals. Useful for business planning if more than one round per year. (Homeless International)
- ✧ Project format a little limiting in its length, but good discipline in itself (Mission Aviation Fellowship)

- ✧ Annual opportunity to meet the Committee extremely helpful. No other way to process applications from over 30 agencies in a short time. (Oxfam)
- ✧ Present procedures work well and are a very good discipline for non-governmental organisations (Save the Children)
- ✧ Make meetings more focused. Detailed presentation on couple of projects, so the Committee get better understanding of work of development agencies and wider context in which they work (Sight Savers International)
- ✧ Procedures could be improved but precise way depends on more fundamental decisions (Cambodia Trust)
- ✧ Value face-to-face meetings. 6-liners a good discipline and create even playing-field. (UNICEF)

## **Do you have any other proposals or comments which should be considered?**

- ✧ Clarify position re administration charges for agencies. Most have to cover costs and agreement on acceptable level a step in right direction. Evaluation and monitoring are costs but enable us to learn from each programme. Many innovative and vital projects would not have proceeded without support of the Committee. (British Red Cross)
- ✧ Some agencies provide short training courses in development related issues. Can provide information. if the Committee were interested (Christian Aid)
- ✧ Good summary makes 3 points: Lump sum to reduce administration time, Funding larger, longer term, including salaries and running costs gives more money to poorer people. Advocacy work and development education very important. (Christian Aid)
- ✧ Helpful to know if projects turned down only for limited funds or any other reason (Christian Outreach)
- ✧ Jersey would benefit from international reputation as a major benefactor. Involvement of local population in work of the Committee is essential component. Welcome opportunity to work with Committee in future. (Hands Around the World)
- ✧ Useful if administration costs eligible for full or part funding (Homeless International)

- ✧ Our experience of efficiency and fairness (Mission Aviation Fellowship)
- ✧ Review provides opportunity for the Committee to broaden funding policy, to reflect more realistically nature of development work and to communicate its value to the Jersey public. Might also help strengthen public support for the Committee's work to increase aid budget. (Oxfam)
- ✧ Suggest the Committee organise development workshops in Jersey. Chance to learn where money goes and be more involved in the process. (Sight Savers International)
- ✧ There would be added value in a representative sample of projects being assessed by a development specialist. (Cambodia Trust)

## Volunteer Feedback

This appendix sets out the text of the questionnaires developed by the review group to gather feedback from Community Work Project participants and leaders. Completed questionnaires (which provided ample space for a narrative response to each question) were received from

- ◊ 14 volunteers participating in 1997 projects (from a sample of 25, a 56% response)
- ◊ 13 participants of 1996 projects (from a sample of 20, a 65% response)
- ◊ 17 project leaders (from a sample of 31, a 53% response)

(Responses have been written up and are available for the Committee but are not reproduced here in the interests of containing the size of the report).

## 1997 Volunteer Questionnaire

In order for the team leaders to evaluate the project we would appreciate it if you could fill in this form. This is divided into three sections: -

- ◊ Preparation for the work project.
- ◊ The actual project.
- ◊ Reflective evaluation of the experience and work projects.

### Preparation for the Work Project

The Interview

- 1 How many people were you interviewed by? Was this too few / about right / too many?
- 2 Was the information that you were given at the interview not enough / about right / too much
- 3 Please comment on any aspect of the interview that you consider important.

### The Orientation Day

- 4 On a scale of 1-3 (1 not enough, 2 about right, 3 too much) how much information was given regarding:

- ◊ African Awareness
- ◊ Third World Debt
- ◊ Insurance
- ◊ Health information
- ◊ Scenarios
- ◊ First Aid

Is there any other information that you feel should have been covered in the orientation day?

- 5 Was the list of equipment required adequate?

- 5a What other items could / should have been included?

### Adequacy Of Information Given Prior to the Project

- 6 About the project
- 7 About the country
- 8 Do you feel that more practical training could have been given; re building skills etc.
- 9 Was the amount of meetings prior to departure not enough / about right / too many

### Fundraising

10. Were you happy to help with the fund raising?
11. Do you feel the methods of fund raising were appropriate?
12. Do you feel the amount of time spent on fund raising was not enough / about right / too much

### The Work Project

Please comment under the following headings; add any additional comments if you wish:

- ◊ The planning of the projects

- ✧ The leadership of the project
- ✧ The community involvement
- ✧ Hours of work
- ✧ The group
- ✧ The food
- ✧ Accommodation
- ✧ Any other issues arising

## **Reflective Evaluation of the Experience and Work Projects**

Firstly consider the reasons why you initially wanted to go on an overseas project.

1. After the completion of the project have your attitudes towards work projects changed? If yes, in what way?
2. Do you feel that Jersey Overseas Aid should undertake work projects?
3. Do you feel that the work project was beneficial to the Local community?
4. What type of projects do you feel that Jersey Overseas Aid should support?
5. Do you feel that there are other types of aid/development that Jersey Overseas should consider supporting?
6. Was the number of skilled people in the team adequate?
7. Do you feel that Jersey Overseas Aid should send unskilled people to undertake work projects?
8. Do you feel that you have benefited from the work project?
9. What do you think are the benefits to the volunteers?
10. What do you think the local community felt about the project?
12. Was this different to what you expected? If yes, in what way was it different?
13. Do you feel the volunteers who have been on work projects should contribute something back to Jersey on their return from the project?
14. What do feel that volunteers could contribute from their experiences on return to Jersey?

15. Do you feel that the contribution of £300 towards this project was too little /about right / too much?

16. Would you consider going on another work project?

Please comment freely on any other issues that you consider important

## **After the Experience Reflective Practice**

Prior to going away you were asked to consider what were the four most important material and non-material things to you.

Were the things that the local people saw as important, different from your own? If yes in what ways?

Was there anything that surprised you?

Prior to the project you were given a list of different topics. Please note down under the same headings anything that interested or surprised you from your experiences.

- ✧ Availability of western goods
- ✧ Housing
- ✧ Trade/work
- ✧ Social life for the local people
- ✧ Family roles (men women children)
- ✧ Transport
- ✧ Communication
- ✧ Health
- ✧ Education
- ✧ Third world debt
- ✧ Racism
- ✧ Colonialism
- ✧ Democracy
- ✧ Aid, Development and Relief



Please feel free to comment on any aspects of your experience or the project that you feel appropriate.

## Leader Questionnaire

At present there is a review being undertaken into the policies and procedures of the Jersey Overseas Aid Committee. Part of the review aims to examine the role and effectiveness of work projects and their benefits to local populations and the volunteers involved. It is important to gain the opinions of experience of people who have been involved in past work projects. This questionnaire is to gain information from people who have been involved with previous overseas aid projects. The review group would appreciate if you could spend a short time to complete this questionnaire. If you have been on more than one project please complete questionnaire on your most recent experience.

Please circle answers appropriately and please feel free to comment on any issues that you consider important. Please continue on separate sheets if necessary.

All information will be kept confidential.

1. Which county was your work project in?
2. Do you feel that Jersey Overseas Aid should undertake work projects? If yes what do you consider are the aims of Jersey Overseas Aid work projects?
3. Do you feel that there are other types of aid/development that Jersey Overseas Aid should consider supporting?
4. What do you feel the criteria for a work project should include? (eg type of project/accommodation available/water, sanitation and health facilities/community involvement and commitment/transport/availability of tools and materials/ religious affiliations).
5. What type of geographical spread do you feel that the work projects should include?
6. Do you consider there should be a stated time of commitment to a particular work project over a period of time e.g. 5 year plan
7. Please comment on the interview/selection procedure for the volunteers? Is there

any criteria that you consider should be included for selection e.g. medical fitness/skills etc.

8. Do you feel that there should be a criteria for the selection of leaders/medical personnel?
9. How many months prior to departure of the work projects should the volunteers be selected?
10. What administrative support do you consider would be of use to the leaders?
11. What do you consider is a suitable number for the work groups?
12. Do you feel that Jersey Overseas aid should send unskilled people to undertake work project?
13. What do you consider the ratio of skilled/unskilled people should be within the group?
14. What do you consider the ratio of male/female should be within the group?
15. Should the number of times people go on projects be limited
16. What do you feel is important to include in the preparation for the work project?
17. What topics do you feel should be covered in the Orientation day?
18. What do you consider is the purpose of fund raising and do you feel it is appropriate to fund raise prior to the departure of the group?
19. Please comment on what you personally gained from the project?
20. Do you feel that your work project was beneficial to the local community?
21. Do you feel the leaders/volunteers who have been on work projects should contribute something back to Jersey on their return from the project?
22. Do you feel the cash contribution of £350 you made towards the project was: -
23. Were there any problems or difficulties with the group or the project.
24. Are there any suggestions that you could offer to future work projects?
25. Would you go again?

Please feel free to comment on any other aspects of Jersey Overseas Aid work that you feel is appropriate.

## Participant Questionnaire

At present there is a review being undertaken into the policies and procedures of the Jersey Overseas Aid Committee. Part of the review aims to examine the role and effectiveness of work projects and their benefits to local populations and the volunteers involved. It is important to gain the opinions of experience of people who have been involved in past work projects. This questionnaire is to gain information from people who have been involved with previous overseas aid projects. The review group would appreciate if you could spend a short time to complete this questionnaire. If you have been on more than one project please complete questionnaire on your most recent experience.

Please circle answers appropriately and please feel free to comment on any issues that you consider important. Please continue on separate sheets if necessary.

All information will be kept confidential.

1. Which county was your work project in?
2. Why did you want to go on an overseas aid work project?
3. After the completion of the project did your attitudes towards work projects change? If yes, in what way?
4. What was the number of the group? Was this-**too small /about right / too many?**
5. Did you have any professional skills, which were appropriate to the project? If yes, please state what they were
6. Do you feel these were utilised properly?
7. What was the number of skilled people on your trip?
8. Was the number of skilled people in your team adequate?
9. Do you feel that Jersey Overseas aid should send unskilled people to undertake work project?
10. Were you satisfied the way in which the interview/selection was conducted?
11. Was the preparation for the project adequate? If NO please comment on how this could be improved.

12. Do you feel that Jersey Overseas Aid should undertake work projects?
13. Do you feel that your work project was beneficial to the local community?
14. Do you feel that there are other types of aid/development that Jersey Overseas Aid should consider supporting?
15. Do you feel that you benefited from the work project? Please comment on what you personally gained from the project.
16. Do you feel the volunteers who have been on work projects should contribute something back to Jersey on their return from the project?
17. What do feel that volunteers can contribute from their experience from a work project on return to Jersey?
18. Do you feel the cash contribution you made towards your project was too little / about right / too much?
19. Should the number of times people go on projects be limited?
20. Were there any problems or difficulties with the group or the project.

Please feel free to comment on any aspects of your experience or the project. Continue on an extra sheet if you wish.

## Eliminating World Poverty: *Challenge for the 21st Century*

### A Summary

*"Together you and I will begin to build the new society, a society in which each of us has the chance to grow, to achieve, to contribute, to create dignity for ourselves, and not ourselves alone but for others also; a society in which each of us has a stake, a share; and we will give back to our children what they deserve - a heritage of hope"* **Tony Blair, April 1997**

Those words not only reflect the British Government's hopes for the people of Britain, but for the people of every country of the world.

Have you ever considered what life will be like when your children grow up?

What sort of world will your grandchildren see?

Today's world is very different to the one our grandparents knew. What happens in one country can affect the lives of people everywhere. Decisions we make in London or New York can have a profound effect on those thousands of kilometres away. We travel to distant places and buy goods in our shops from every corner of the globe. We all depend on each other. If our grandchildren are to have a safe future, we must improve opportunities for all the children of the world.

In May 1997 the British people elected a new Government with a new agenda - a Government committed to human rights, a more ethical foreign policy and a new approach to international development emphasising more strongly that development matters to all of us. The new Department for International Development (DFID) is responsible for taking this forward.

This is a summary of our new approach. It outlines our plans for eliminating poverty in the world and helping to improve the lives and opportunities of poor people. But above all, it is about building a secure future for our planet and its people.

## The Challenge of Development

We want to see a global society where everyone can live in peace and security; have a say in how their community is run; and have access to those things we so often take for granted, like clean water, fresh air and the chance to earn a living and bring up healthy, educated children. We want governments to be accountable to their people; obey the rule of law; protect human rights and create opportunities for economic growth.

But to create such a global society is a formidable challenge. Today's world offers many opportunities, but poorer countries are often unable to take advantage of them. To create the sort of global society we want our children and grandchildren to enjoy, we must help poor people towards a better future.

**We shall refocus our international development efforts to eliminate poverty. We shall support policies which create sustainable livelihoods for poor people, promote human development and conserve the environment.**

### *Why does international development matter?*

First, because we have a moral duty to help the poor and needy and to try to create a more just world.

Second, because it's in all our interests. Global warming, polluted oceans, disappearing forests, shortage of fresh water, more and more mouths to feed and not enough land on which to grow food - these things affect us all, rich or poor, wherever we live.

Around 1.3 billion people - nearly a quarter of the world's population - live in extreme poverty, surviving on less than \$1 (65 pence) a day for all their needs. Seventy per cent of these people are women. They have no access to health services or schools. They feel isolated, powerless, and have little say in how their lives are run. They are often victims of domestic violence, crime and conflict. For many, the prospects of a better life are getting worse as overpopulation and economic growth destroy the environment.

But there is a brighter side. On average, people are in better health and live longer. Since 1960, child death rates in developing countries have been cut by more than half. People have more food to eat and the percentage of the population with access to clean water has doubled to 70 per cent. In the last 50 years more people have escaped from poverty than in the previous 500.

We can make even better progress if we build on this experience.

## ***Meeting the Needs of Today and Future Generations***

Development must be sustainable. That means we must meet our needs today and those of future generations without sacrificing the resources we need now and in the future. For without sustainable development we will not be able to eliminate poverty.

## ***What are the issues we need to think about?***

For a start, we will not be able to achieve sustainable development and make progress in eliminating poverty unless we protect everyone's human rights, including those of the poorest and most disadvantaged people. Every man, woman and child has a right to such things as security, freedom and dignity, regardless of their race, gender, religion or beliefs.

Everyone has basic needs - for fresh water, food, basic education and health care. We must help provide these basic needs for all so that poor people can take charge of their own future.

Another important factor for achieving sustainable development and helping eliminate poverty is providing the right conditions for economic growth. Poor people, particularly women, must be given opportunities to work, generate income and share in the fruits of development.

## ***Meeting Targets***

Britain is in a unique position to help lead the world in the fight against poverty. If we are to win this fight we must have internationally agreed policies which promote sustainable development and encourage conservation of the environment. A number of international development targets have already been agreed by the United Nations and we intend to do all we can to meet them. The most important one is to reduce by half the proportion of people living in extreme poverty by 2015.

### **Economic Well-being**

- a reduction by one-half in the proportion of people living in extreme poverty by 2015

### **Human Development**

- universal primary education in all countries by 2015
- demonstrated progress towards gender equality and the empowerment of women by eliminating gender disparity in primary and secondary education by 2005
- a reduction by two-thirds in the mortality rates for infants and children under age five and a reduction by three-fourths in maternal mortality, all by 2015

- access through the primary health care system to reproductive health services for all individuals of appropriate ages as soon as possible and no later than the year 2015

### **Environmental Sustainability and Regeneration**

- the implementation of national strategies for sustainable development in all countries by 2005, so as to ensure that current trends in the loss of environmental resources are effectively reversed at both global and national levels by 2015

## **Building Partnerships**

We need to get the balance right between helping countries develop, helping people enjoy better lives and protecting the environment.

We are committed to spending more money in developing countries on basic education, basic health care and clean water. But we must look at the wider picture.

Building new health centres alone will not reduce the number of mothers who die in childbirth. Women also need to be able to exercise choices, and benefit from improvements in obstetric services and rural transport. Otherwise poor women will continue to be at least one hundred times more likely to die in childbirth than women in Britain.

Building new schools alone will not be enough to improve children's education and their future well-being if their families cannot see the benefits of sending their children to school, and that means girls as well as boys.

## **Working with the International Community**

Britain cannot achieve its development goals on its own. It is vital that the international community work together to support developing countries in their efforts to overcome poverty.

Britain already spends half of its money for development - about £1.1 billion - through international organisations like the World Bank, the United Nations, the European Community and the Commonwealth. Their unique position allows them to take the lead on many of the major problems facing the world today, such as the AIDS pandemic, human rights, the plight of refugees and the environment.

We will use our influence within these organisations to try and ensure the international community is committed to eliminating poverty. We will encourage them to support activities which help the poorest people, including provision of schools, health services,

sanitation and transport. We would like them to think about achieving equality between men and women and about sustaining the environment.

- **We shall work closely with other governments and organisations to eliminate poverty, and use our influence to encourage others to achieve the international development targets.**
- **We shall pursue these targets through partnerships with poorer countries who are also committed to them.**
- **We will work in new ways with the UK private and voluntary sectors and with the research community.**
- **We shall measure how effective our efforts are against internationally agreed targets, including the aim of halving the proportion of the world's poor living in extreme poverty by 2015.**

## ***Building Genuine Partnerships***

There must be genuine partnerships between countries, both rich and poor, if we are to address the problem of poverty effectively. Developing countries will need to work out strategies designed to achieve sustainable development and eliminate poverty. Britain and the rest of the international community must be there to give them support. Donors must work together and co-ordinate their efforts.

We are ready to enter into long-term partnerships with poor countries which are themselves committed to getting rid of poverty and are following the kind of Policies needed to meet that goal. We will give them a longer-term commitment, more resources and greater choice in how they use those resources. These may range from financial support for specific activities to training and sharing skills and experience.

We will use these partnerships to encourage economic growth which at the same time helps eliminate poverty. This might include support for good government and human rights; investment in roads and railways, health and education; measures to create jobs for poor people and action to promote equality for women and to end the exploitation of children.

We will concentrate our efforts on those areas where needs are greatest and where we can get results. In countries whose governments are not committed to helping the poor,

we will try and help through other organisations like voluntary agencies or local government.

Although our priorities will be focused on the poorest countries, we will also help eliminate poverty in better-off places. We shall continue to help those countries in Central and Eastern Europe and Central Asia in their efforts to build democratic societies and market economies and we shall try and make sure that all their citizens benefit from reform.

## ***In Times of Emergency***

More often than not, it is the poorest people who get hit by natural disasters such as earthquakes, floods and hurricanes, or by man-made catastrophes.

In Britain, we've always responded to emergencies around the world, helping reduce suffering and save lives. We will continue to work with our partners in voluntary organisations and the private sector to make sure help is always on hand wherever and whenever disaster strikes.

Our aim is not only to save lives through emergency relief, but also to help communities rebuild and protect against disasters in the future.

## ***Partnerships in Britain***

### ***With the Private Sector***

We intend to develop a new partnership with the private sector in Britain. We want to work with British businesses, since long-term trade and investment is essential to stimulate the growth which benefits everyone, especially those most in need.

In future, developing countries are going to be increasingly important markets for British goods and services so, it makes business sense as well as moral sense for British businesses to be involved.

As part of this new partnership we will, for example, provide information to British companies about trade and investment opportunities in developing countries; make sure that development projects make full use of British business skills, and work with British businesses to develop local business networks in developing countries.

### ***With Voluntary Organisations***

We want to strengthen our partnerships with voluntary and non-governmental organisations. We plan to work with them to win stronger public and international support for the fight against poverty.

## With the Scientific Community

- Over 11 million square kilometres of Africa are infested with tsetse flies which bring illness and death to both humans and animals. Highly effective trapping devices have been developed to replace the use of environmentally-damaging insecticide in many African countries.
- New wood-burning stoves which cut the amount of fuel wood needed for cooking by half have been developed costing as little as £2. This in turn reduces deforestation and air pollution and the cost can be recovered in just a few days.

These are just two examples which illustrate the importance of scientific research for improving lives and conserving the environment. We will continue to invest in research in both developing countries and through partnerships with the scientific community.

To eliminate poverty it is vital that we improve our knowledge and help poor people gain access both to that knowledge and technologies.

## A Consistent Approach

Why do we need to adopt a consistent approach to development? Development assistance plays an important part in tackling poverty but it is not the only aspect of our relations with developing countries. These cover many other things, including trade, defence and security, the environment, agriculture and finance. All too often in the past a trade or agricultural policy has undermined development. If we are going to get rid of poverty, all our policies must be consistent and aim for the same goal.

There are four important areas where all our policies must work together if the world's poor are to benefit.

- **We shall make sure that all Government policies affecting developing countries promote sustainable development.**
- **We shall build on our ethical approach to international relations and see that everyone enjoys human rights, that governments are accountable and that employers adopt certain standards and human rights in the workplace.**

- **We shall use our resources to promote political stability, strong societies and effective responses to conflict.**
- **We shall encourage financial stability and reduce the debts of developing countries to levels they can cope with.**

## The Environment

What happens to the world's environment matters to every one of us, rich or poor, north or south. We need to tackle environmental problems at both national and international levels.

At the national level, poor people are often the ones who suffer most from environmental damage and because vital resources such as land have been badly managed. In poor rural areas, where people have to compete for scarce resources to make a living, the poorest get squeezed out leaving them no choice but to exploit precious soils and forests. In towns and cities poor people often live and work where pollution is worst, and their health suffers as a result.

We must conserve our precious natural resources or the world will not be able to support growth in the future. In rural communities we will work to promote sustainable agriculture which tackles hunger and poverty but at the same time does not damage the environment. We will help poor communities manage forests to benefit both present and future generations.

By the beginning of the next century, more than half of the world's population will be living in towns and cities. Air pollution, poor sanitation and contaminated water will be major concerns for millions of people. We want to work with local communities to develop urban programmes that provide employment, shelter, schools, hospitals, clean water and sanitation.

At the international level, we must address serious global problems such as climate change in a coordinated way. If emissions of greenhouse gases such as carbon dioxide continue to rise, by the year 2100 average global temperatures will have risen between 1 and 3.5 degrees centigrade. Sea levels could rise by up to a metre over the same period. Some 46 million people now live at risk from flooding. By 2100 it could be 118 million. Britain is at the forefront in combating climate change. We are reducing our own emissions of greenhouse gases and urging other developed countries to do the same. We are also helping developing countries limit their emissions.



We will also work with developing countries to help them manage their forests and better natural habitats, to protect freshwater resources and combat land degradation and the growth of deserts. We will assist them in making their power generation more efficient and support greater use of renewable sources of energy.

We will also continue to make money available through special funds, on top of our development assistance budget, to help the developing world play its part in conserving the global environment.

## **Trade, Agriculture and Investment**

### **Why should there be fair trade?**

Trade and investment are vital for eliminating poverty. They help generate growth which in turn helps people get jobs and earn a livelihood.

It is important that we help developing countries take advantage of increasing international trade and investment. We support an open and fair trading system which benefits all countries. We will work with international organisations to make trade in goods and services easier by dismantling trade barriers and improving access to markets.

One area where poorer countries find it difficult to compete is in agriculture. We want to make it easier to trade in agricultural products by improving access to markets and phasing out export subsidies. We are committed to the reform of the European Union's Common Agricultural Policy and will make use of the new opportunities this presents to benefit developing countries.

Foreign investment can bring huge benefits to developing countries - jobs, exports, new skills and new technology. But the conditions must be right to attract that investment. This means having stable and accountable governments and stamping out corruption. Developing countries also need laws to deal with such things as monopolies and mergers and restrictive business practices. We are working within international organisations to develop the best ways of putting these in place.

While it is essential to dismantle barriers to international trade and investment, we must make sure that the benefits from this help eliminate poverty.

We want to make sure workers everywhere enjoy human rights and are free from exploitation. This is especially so of women and children. Many millions of children are exploited in sweat shops, on plantations and for sexual purposes. We want them to have more say in the decisions that affect their lives. We will increase our support through

international organisations to eradicate abusive child labour, and encourage employers to adopt human rights in the workplace.

We will also work with producers and importers to increase trade in goods and services that provide income for poor people but come from renewable sources and do not damage the environment.

We will also do our best to make sure that the export and advertising of pharmaceutical products and items such as baby milk is done in a responsible way. And we are working with other governments to get a global ban on tobacco advertising.

Efforts to reduce poverty are often undermined by bribery and corruption. Bribery often starts in developed countries so we strongly support initiatives to make the payment of bribes to foreign public officials a crime. It is generally poor people who bear the heaviest cost of corrupt activities. If people are to be able to exercise their rights and live in a just society, countries must have a framework of law and regulation. To this end, we will support reforms in the legal sector and help make governments and the civil service work more efficiently.

People in developing countries also need practical help in how they can make the best of the new opportunities brought by fairer world trade. How to set up customs procedures and trade regulations, promote their goods and meet international product standards - these are all areas where British expertise can be used to good effect.

### **Political Stability and Preventing Conflict**

Half of the world's poorest countries are suffering, or have just emerged from, serious conflicts.

Children, women and elderly people are 10 times more likely to be victims of conflict than soldiers. Millions are forced to flee their homes. Today there are over 30 million refugees and they are among the poorest people in the world.

We all want to live in a peaceful and stable world. Without peace and security we cannot eliminate poverty. We want to understand the causes of conflict and help societies resolve their disputes without resorting to violence. Working through international organisations, such as the United Nations and the Commonwealth, we will try to prevent and resolve conflict.

The protection of human rights will be at the centre of our programmes of humanitarian assistance and we shall continue to support organisations which help the victims of conflict.



We will also try to limit the means of waging war by playing an active part in arms control negotiations. We want a global ban on the use of landmines and have pledged more support for mine clearance programmes.

### ***Economic and Financial Stability***

A major problem facing many poorer countries is that of debt. By trying to pay back the money they owe to richer countries they no longer have enough resources to spend on vital services such as health and education. The fact that these countries still owe money discourages others from investing in them.

Britain has long had a policy of converting loans to grants, and where possible we will cancel the debts owed to us by poorer Commonwealth countries which are committed to eliminating poverty. We will do all we can to encourage other donors to do the same.

We shall encourage financial stability and reduce the debts of developing countries to levels they can cope with.

Money laundering - the movement of money made from crime to hide where it has come from - can have a serious effect on a country's economy, even corrupting the entire political and financial systems in some extreme cases. So we are helping countries set up task forces and controls to combat money laundering.

These measures also play an important part in the international fight against the illicit trade in drugs - a trade which undermines the social and economic development of many countries and poses a serious threat in our own society. Britain is one of the major donors to the United Nations Drug Control Programme. Through this we fund a wide range of projects aimed at tackling the drugs problem.

Poverty is one of the root causes of drugs trading in many developing countries. By tackling poverty and helping poor people develop lawful occupations we can help to stem the drugs trade too.

### **Building Support for Development**

International development cannot succeed without the support of the international community. That means the support of each of us.

The British people have always shown that they care about what happens in poorer countries through their support for voluntary organisations and the contributions they make to help the victims of disasters. We want to strengthen that support by giving you the facts about the forces that are shaping our world.

It is important that you know about the causes of poverty and inequality in developing countries and what we can all do to help. It is also important that you understand the threat to all our futures if we fail to tackle problems like environmental degradation and overpopulation.

- **We shall increase public understanding of why we all depend on each other and the need for international development and we shall ensure that resources for development are used as intended.**
- **We shall provide the necessary resources for the development programme.**

We want to increase development awareness in Britain. We believe children should learn about development issues at school and that every adult should have the chance to influence the Government's policies. So we are going to set up a working group to take these ideas forward. We will also establish a special forum to be held every year where individuals and groups from all sectors of society can share their experiences and ideas on development.

The Department for International Development will publish an *Annual Report* so you can see the progress we are making.

We will consider the case for a new International Development Act to update the legislation governing the use of public money provided for international development.

In recent years, the international community has provided less resources to support poorer countries. We want to reverse that trend. We are committed to increasing the amount of money we spend on development and in future all the assistance we give to developing countries will be in the form of grants, not loans.

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## The Future

*Sustainable development is central to our aim of building a new society. Not just a new society in Britain, but a new global society. We must all be committed to work for our children's futures, their children's futures and the future of our world.*

*As taxpayers, consumers, parents and tourists you can help us build a better life for everybody on this planet. We hope we can count on your support.*

## Shaping the 21st Century: The Contribution of Development Co-operation

### *Introduction and summary*

#### **Values and interests**

As we approach the end of the twentieth century, the time is ripe to reflect on the lessons of development co-operation over the last 50 years and to put forward strategies for the first part of the next century. This report sets forth the collective views on these matters of development ministers, heads of aid agencies and other senior officials responsible for development co-operation, meeting as the Development Assistance Committee of the Organisation for Economic Co-operation and Development.

In the year 2000, four-fifths of the people of the world will be living in the developing countries, most with improving conditions. But the number in absolute poverty and despair will still be growing. Those of us in the industrialised countries have a strong moral imperative to respond to the extreme poverty and human suffering that still afflict more than one billion people. We also have a strong self-interest in fostering increased prosperity in the developing countries. Our solidarity with the people of all countries causes us to seek to expand the community of interests and values needed to manage the problems that respect no borders - from environmental degradation and migration, to drugs and epidemic diseases. All people are made less secure by the poverty and misery that exist in the world. Development matters.

The record of the last 50 years, from Marshall Plan aid to the network of development partnerships now evolving, shows that the efforts of countries and societies to help themselves have been the main ingredients in their success. But the record also shows that development assistance has been an essential complementary factor in many achievements the green revolution, the fall in birth rates, improved basic infrastructure, a diminished prevalence of disease and dramatically reduced poverty. Properly applied in propitious environments, aid works,

Co-operation within the United Nations, the international financial institutions, the OECD and other global and regional fora has greatly enhanced these efforts and shaped an evolving multilateralism in which all countries hold a vital stake,

We have learned that development assistance will only work where there is a shared commitment of all the partners. We have seen the results in countries which have grown, prospered and achieved industrialisation; they no longer depend on aid but stand on their own feet and participate in the global economy. We have seen, on the other hand, the countries in which civil conflict and bad governance have set back development for generations. And we have learned that success takes time and sustained international and local effort.

As we look ahead, we see an overwhelming case for making that effort. As a crucial part of this undertaking, the international community needs to sustain and increase the volume of official development assistance in order to reverse the growing marginalisation of the poor and achieve progress toward realistic goals of human development. Domestic preoccupations in Member countries should not jeopardise the international development effort at a critical juncture. Today's investments in development co-operation will yield a very high return over the coming years.

We believe that ways must be found to finance multilateral development co-operation that are adequate efficient, predictable and sustainable. The full implementation of current agreements to pay arrears and create workable financing systems is an essential part of efforts to ensure that the United Nations and the multilateral development banks avoid severe crisis and continue to play their vital roles.

We also recognise that those responsible for public money are accountable for its effective use. We have a duty to state clearly the results we expect and how we think they can be achieved.

It is time to select, taking account of the many targets discussed and agreed at international fora, a limited number of indicators of success by which our efforts can be judged. We are proposing a global development partnership effort through which we can achieve together the following ambitious but realisable goals:

#### *Economic well-being:*

- ✧ a reduction by one-half in the proportion of people living in extreme poverty by 2015.

#### *Social development:*

- ✧ universal primary education in all countries by 2015;
- ✧ demonstrated progress toward gender equality and the empowerment of women by eliminating gender disparity in primary and secondary education by 2005;
- ✧ a reduction by two-thirds in the mortality rates for infants and children under age 5 and a reduction by three-fourths in maternal mortality, all by 2015,
- ✧ access through the primary health-care system to reproductive health services for all individuals of appropriate ages as soon as possible and no later than the year 2015.

#### *Environmental sustainability and regeneration:*

- ✧ the current implementation of national strategies for sustainable development in all countries by 2005, so as to ensure that current trends in the loss of environmental resources are effectively reversed at both global and national levels by 2015.

While expressed in terms of their global impact, these goals must be pursued country by country through individual approaches that reflect local conditions and locally owned development strategies. Essential to the attainment of these measurable goals are **qualitative factors** in the evolution of more stable, safe, participatory and just societies. These include capacity development for effective, democratic and accountable governance, the protection of human rights and respect for the rule of law. We will also continue to address these less easily quantified factors of development progress.

Effective international support can make a real difference in achieving these goals. This is far from saying that they can be achieved by aid alone. The most important contributions for development, as in the past, will be made by the people and governments of the developing countries themselves. But where this effort is forthcoming it needs and deserves strong support from the industrialised countries. We commit ourselves to do the utmost to help:

- ✧ first, by a willingness to make mutual commitments with our development partners, supported by adequate resources,
- ✧ second, by improving the coordination of assistance in support of locally-owned development strategies; and
- ✧ third, by a determined effort to achieve coherence between aid policies and other policies which impact on developing countries,

These approaches were set out in broad terms in the statement of policy that we adopted in 1995 entitled *Development Partnerships in the New Global Context*. The report that follows builds on this statement and proposes specific new practical measures to achieve the vision of partnership for development.

We intend our report to be a contribution to the broad contemporary effort to improve the effectiveness of development co-operation. A rich process of dialogue and decisions is underway - within the OECD, in the Interim and Development Committees of the World Bank and IMF, in the regional development banks, in the G7, and in the United Nations system. This heightened international focus on development co-operation reinforces our conviction that development matters.

The success or failure of poor people and poor countries in making their way in an interdependent world will have a profound influence in shaping the 21st century. We offer our proposals in this report with confidence that international co-operation can be effective in supporting development, and that the results will be well worth the effort they will demand of our societies. The stakes in a stable, sustainable future for this planet and all who will inhabit it are far too high for us to forego that effort.

## 1. A vision of progress

### A. New Challenges and Opportunities in a Time of Global Change

The management of global issues in the 21st century will require the active participation of all members of the international community. The developing countries, with 80 per cent of the world's population, must be part of a shared vision for this new century. Their future be ever more tightly linked to that of our own societies. Their role in preserving peace and stability, expanding the global economy, combating poverty, increasing choices and opportunities and respect for human rights, and achieving sustainable environmental and population balances will be more significant than ever before.

The new opportunities and challenges are coming into clearer focus.

- ✧ Globalisation is helping certain developing countries achieve the highest rates of economic growth in the world. Well before mid-century the present developing countries will account for half of global economic output.
- ✧ Population growth in the developing countries will account for virtually all the increase in the world's population, from 5 billion in 1990 to about 7.5 billion in 2015. This increase over 25 years is roughly equal to the total size of the human population in 1950.
- ✧ With growing economic interdependence global competition and vigorous private sector activity are encouraging greater similarity in the policies of industrialised and developing countries.
- ✧ On the other hand, there is growing diversity within countries and among countries. Some developing countries are achieving considerable rates of growth and impressive reductions in poverty, although significant concentrations of poverty remain. Other countries, especially in Sub-Saharan Africa, have been increasingly marginalised from the global system and suffer continuing deterioration in already deplorable living standards.
- ✧ Growing strains on the quality of water, soil and air, loss of biodiversity, depletion of fish stocks, current patterns of production and consumption and global climate change all raise questions about the continued capacity of the Earth's natural resource base to feed and sustain a growing and increasingly urbanised population.
- ✧ It is now clear that not only environmental, but also social, cultural and political sustainability of development efforts are essential for the security and well-being of people and the functioning of the complex, interdependent global system now emerging.

There is a compelling need for development co-operation strategies that will help the international community to manage these emerging challenges and opportunities into the next century. The choices before us involve far more than just the relevance and effectiveness of aid programmes. Decisions about international support for development will play a part in defining our societies' overall vision for the future. What can development do to help create a stable global order in which people can live secure and productive lives? How can it help to avoid a future of conflict and chaos, of poverty and environmental devastation? How will development co-operation adapt to the changing global context?

## B. The Vital Interests at Stake

The Member countries of the Development Assistance Committee spend about \$60 billion dollars each year for official development assistance. There are three principal motivations for their efforts. The first motive is fundamentally humanitarian. Support for development is a compassionate response to the extreme poverty and human suffering that still afflict one-fifth of the world's population. The people who live in extreme poverty, for the most part, lack access to clean water and adequate health facilities ' many do not receive sufficient nourishment to live a productive life; the majority do not possess basic literacy or numeracy skills. Their deprivation is unnecessary and its continuation is intolerable. The moral imperative of support for development is self-evident.

The second reason for supporting development is enlightened self-interest. Development benefits people not only in poor countries, but also in the industrialised donor countries. Increased prosperity in the developing countries demonstrably expands markets for the goods and services of the industrialised countries. Increased human security reduces pressures for migration and accompanying social and environmental stresses. Political stability and social cohesion diminish the risks of war, terrorism and crime that inevitably spill over into other countries.

The third reason for international support for development is the solidarity of all people with one another. Development co-operation is one way that people from all nations can work together to address common problems and pursue common aspirations. Sustainable development expands the community of interests and values necessary to manage a host of global issues that respect no borders -environmental protection, limiting population growth, nuclear non-proliferation, control of illicit drugs, combating epidemic diseases.

In a changing world, old distinctions between "North" and "South", as well as between "East" and "West", are becoming blurred. Issues can no longer be divided into 'domestic' and 'international'. Risks of social disintegration and exclusion affect all countries, as do opportunities to benefit from participation in a growing global economic system. As underlined in the DAC's 1995 *Development Partnerships* policy statement, the basic notion of security is being redefined, placing much more weight on the needs and concerns of human beings and the quality of their environment. Everyone is made less secure by the poverty and misery that exist in this world.

## C Achievements and Lessons Learned

Development progress over recent decades has been unprecedented in human history. In the early 1950s, when large-scale development assistance began, most people outside the developed countries lived as they had always lived, scraping by on the edge of subsistence, with little knowledge of and no voice in global or national affairs, and little expectation of more than a short life of hard work with slight reward. Since then, many countries have achieved truly dramatic improvement in overall indicators of human welfare:

- ✧ Life expectancy in the developing countries has risen by more than twenty years (from 41 to 62 years).
- ✧ The percentage of the population with access to clean water has doubled (from 35 per cent to 70 per cent).
- ✧ Adult literacy has risen from less than half the population to about two-thirds.
- ✧ Food production and consumption have increased at a rate about 20 per cent faster than population growth.

These impressive strides have not been uniform. In some countries poverty is increasing, and in many countries the poor have not shared in the positive global trends described above. Millions of people still die each year from preventable and treatable diseases; 130 million primary school-age children do not attend school ' more than one-third of the children in developing countries are malnourished and one in ten dies before reaching the age of five years. Respect for human dignity, and in particular acceptance of the equality of women, remains an unfulfilled dream for too many.

While the distance that remains is less than the road already travelled, the journey is far from over. The striking progress that we have seen in recent decades gives us confidence that poverty can be overcome and development achieved. But history has shown us that progress is not inevitable. There is no room for complacency. Special attention by the international community is needed to build on the economic, social and political improvements underway in Sub-Saharan Africa, and to help counter further marginalisation of the continent.

It is clear that success has been achieved only where the people and the institutions of developing countries have made sustained efforts to help themselves. At the same time, the record demonstrates that international co-operation has also contributed greatly, and increasingly, to the development results we have witnessed over the past 50 years.

In this review we have considered where development co-operation has made the greatest difference. This can be examined at two levels. First, at the global level, some of the basic features of the human condition have been re-shaped over the past half-century, as is documented below. Second there is much to be learned from the performance of individual countries, where the complex factors contributing to success or failure have produced such starkly different outcomes.

## *At the global level:*

- ✧ The dramatic fall in infant and child mortality has been supported by a major international campaign to increase child survival, led by the World Health Organisation and the United Nations Children's Fund and supported by many bilateral donors,
- ✧ Almost 1.4 billion people gained access to clean water during the 1980s, the United Nations International Drinking Water Supply and Sanitation Decade. This impressive result is an example of developing country efforts backed by effective aid.
- ✧ International development agencies have sponsored research, education and immunisation programmes to control smallpox (now eliminated), polio (eliminated in almost all countries), diphtheria and measles, and have introduced simple and effective ways to combat infant diarrhoea, river blindness and guinea worm disease. The success of these efforts can be measured in millions of lives saved and billions of dollars of economic benefits,
- ✧ The "green revolution" that has contributed so much to the 20 per cent increase in calorie consumption (and an accompanying decline in malnutrition) was given substantial impetus from international support for agricultural research, development of new crop varieties, extension services, irrigation and assistance to production and marketing, in addition to development co-operation in support of sound agricultural and other economic policies.
- ✧ Development co-operation has helped expand access to family planning and related education that have resulted in sharp falls in fertility rates and in desired family size in many developing countries. Contraceptive use in developing countries has risen from 10 percent of couples in 1960 to 50 per cent in the 1990s.
- ✧ Development assistance has financed numerous projects to extend and improve energy, transportation and communications infrastructure as well as to strengthen capacity for the management of these systems. That physical investment and institutional capacity have been important to bring more people and more nations into the modern economy.
- ✧ Development co-operation can now also claim significant contributions to a broad range of less quantifiable factors of importance to sustainable development. These range from improved capacity for managing economic and social policies to heightened attention to issues of accountability, the rule of law and human rights, expanded participation and the accumulation of social capital, and appreciation for environmental sustainability. These aspects of development, more complex than some earlier challenges, are basic to international co-operation today.

## *At the country level:*

We see even more clearly that development co-operation is one factor among many affecting development results, in the course of this review, DAC Members contributed more than 60 country-specific examples, together with many regional and generic lessons. In recent years, we have examined the overall experience of countries to try to assess the impacts of aid. Academics have also attempted to make statistical associations between the volume and types of aid and total economic and social progress achieved by countries. While the sceptical analyses have usually received more attention, some new work has pointed to more positive associations.

Isolating any single factor as the cause of development success or failure is usually impossible. When aid works best, it is as a catalyst or reinforcement of other factors. At the same time, the record shows that it has indeed contributed, in just these ways, to a wide range of development successes in a great many countries facing radically different circumstances. Independent evaluations and our own re-examination in this exercise show a solid and rising score of successful contributions in the economic and social performance of many individual countries, as well as at the global level.

Development and development co-operation reflect human experience. They never provide neat and simple stories of progress. Set-backs have occurred, resources have been wasted, and ill-conceived or poorly-managed aid has even been counter-productive. Some countries have become excessively dependent on aid. Both the successes and the failures have taught us a lot about how best to achieve results. In particular, we have learned that successful development strategies must integrate a number of key elements. They require a sound and stable policy framework, an emphasis on social development; enhanced participation by the local population, and notably by women; good governance, in the widest sense, policies and practices that are environmentally sustainable, and better means of preventing and resolving conflict and fostering reconciliation.

These basic lessons inform our overall conclusion that development co-operation is only a complement, albeit often a vital one, to the efforts of the people, the institutions and the governments of the developing countries.

## ***D. Goals to Help Define the Vision***

We agree with the 1995 G7 Summit at Halifax that a higher quality of life for all people is the goal of sustainable development. A higher quality of life means that people will attain increased power over their own future. The pursuit of that broad vision will put the focus on many unfinished tasks, some of which have already been identified in the preceding discussion. They include overcoming extreme poverty, achieving food security, increasing the effectiveness of market economies and the efficiency of government, fostering regional co-operation, enhancing the participation of all people, and notably women, and reducing the dependency of the poorest people and poorest countries by increasing their capacity for self reliance. This daunting array of tasks needs a defining structure.



We believe that a few specific goals will help to clarify the vision of a higher quality of life for all people, and will provide guideposts against which progress toward that vision can be measured.

Many goals have been formulated through the series of recent United Nations conferences addressing subjects important to development - education (Jomtien, 1990), children (New York, 1990), the environment (Rio de Janeiro, 1992), human rights (Vienna, 1993), population (Cairo, 1994), social development (Copenhagen, 1995), and women (Beijing, 1995). These conferences have identified a number of targets to measure the progress of development in particular fields. They reflect broad agreement in the international community, arrived at with the active participation of the developing countries.

The selection of an integrated set of goals, based on these agreed targets, could provide valuable indicators of progress. We are suggesting several such indicators in the fields of economic well-being, social development and environmental sustainability. The particular indicators we have chosen reflect our judgement of their importance in their own right and as meaningful proxies for broader development goals. Our selection does not indicate any diminished commitment to other goals accepted by the international community, at international conferences or elsewhere.

These targets are aspirations for the entire development process, not just for co-operation efforts. They represent only a proposal of what we as donors consider to be helpful measures of progress to inspire effective development co-operation. Their achievement will require agreement and commitment from developing country partners, through their own national goals and locally-owned strategies. They can be realised only through concerted actions developed through a process of dialogue and agreement in a true spirit of partnership.

Success will depend upon the broad acceptance of a comprehensive approach, drawing on the resources, energies and commitment of institutions and individuals in government at all levels, in the private sector, in non-governmental organisations - in developing and industrialised countries and in international organisations. It will depend equally upon an individual approach that recognises diversity among countries and societies and that respects local ownership of the development process. We will need to change how we think and how we operate, in a far more co-ordinated effort than we have known until now.

## 1. Economic well-being. The proportion of people living in extreme poverty in developing countries should be reduced by at least one-half by 2015.

The 1995 Copenhagen Declaration and Programme of Action set forth the goal of eradicating poverty in the world, through decisive national actions and international co-operation "as an ethical, social, political and economic imperative of humankind". The World Bank has used the standard of \$370 per capita in annual income, or about \$1 per day, as the threshold of extreme poverty. Based on that standard, it has estimated that 30 per cent of the population in developing countries - or some 1.3 billion people - live in extreme poverty, and that their numbers are increasing.

This goal obviously goes only part of the way toward meeting the global poverty eradication target identified at Copenhagen. But it seeks to give that target a concrete, attainable focus for the medium term. Reductions of poverty on this order of magnitude have been achieved in individual countries; we are proposing a generalisation of those individual successes. Even if the incidence of extreme poverty can be reduced by one-half, there will still remain a human tragedy of enormous proportions. But success in achieving the 50 per cent reduction will demonstrate both the need and the ability to continue the effort.

Obviously, this target will be much harder to reach in some countries than in others. But global averages are not enough. The objective must be pursued country by country, and substantial progress must be sought in all countries. This target implies significantly increased rates of per capita economic growth. However, growth rates will vary greatly among countries and we have concluded that a global growth target would be neither feasible nor useful to the formulation of country strategies.

## 2. Social development: There should be substantial progress in primary education, gender equality, basic health care and family planning, as follows:

**a) There should be universal primary education in all countries by 2015.** This goal building on the ground laid at the Jomtien Conference on Education for All in 1990, was endorsed by the 1995 Copenhagen Summit on Social Development and also by the 1995 Beijing Conference on Women as a goal for 2015. The attainment of basic literacy and numeracy skills has been identified repeatedly as the most significant factor in reducing poverty and increasing participation by individuals in the economic, political and cultural life of their societies.

**b) Progress toward gender equality and the empowerment of women should be demonstrated by eliminating gender disparity in primary and secondary education by 2005.** The Cairo and Beijing Conferences, as well as the Copenhagen Summit, recommended that the gender gap in primary and secondary education be closed by 2005. Investment in education for girls has been shown repeatedly to be one of the most important determinants of development, with positive implications for all other measures of progress. Achieving gender equality in education will be a measure of both fairness and efficiency.

**c) The death rate for infants and children under the age of five years should be reduced in each developing country by two-thirds the 1990 level by 2015. The rate of maternal mortality should be reduced by three-fourths during this same period.** The 1994 Cairo Conference on Population and Development established the goals of reducing the infant mortality rate to below 35 per thousand live births, and reducing under-five mortality to below 45 per thousand, by 2015. This target endorses those goals. Child mortality, as a measure of the availability of health and nutrition for the most vulnerable members of society, is a key indicator of the overall state of health in a society.

Maternal mortality is an area of one of the greatest disparities between developing and industrialised countries, although there is great divergence among countries. The Cairo Conference adopted



targets of reducing the rate in every developing country by one-half from the 1990 level by 2000 and by a further one-half by 2015. These targets were confirmed at the Beijing Conference, The 1995 World Development Report estimates the maternal mortality rate per 100 000 live births in developing countries overall at about 350 during the 1980s.

**d) Access should be available through the primary health-care system to reproductive health services for all individuals of appropriate ages, including safe and reliable family planning methods, as soon as possible and no later than the year 2015.** This objective, agreed to at the 1994 Cairo Conference on Population and Development, is key to enabling people to make active choices on their reproductive behaviour and thus to contribute to stabilising the world population and assuring the sustainability of development.

**3. Environmental sustainability and regeneration: There should be a current national strategy for sustainable development, in the process of implementation, in every country by 2005, so as to ensure that current trends in the loss of environmental resources - forests, fisheries, fresh water, climate, soils, biodiversity, stratospheric ozone, the accumulation of hazardous substances and other major indicators - are effectively reversed at both global and national levels by 2015.**

This objective is derived from the 1992 Rio Conference on the Environment and Development. It is intended to supplement the global targets established under international environmental conventions. The national strategy for sustainable development, called for at Rio, is foreseen as a highly participatory instrument intended "to ensure socially responsible economic development while protecting the resource base and the environment for the benefit of future generations".

This goal implies that all countries will have acquired by 2015 the capacity to address environmental issues and respond to environmental problems. The Rio Conference emphasised that progress in economic and social development, including progress toward all the goals outlined in this report, depends critically on the preservation of the natural resource base and limitation of environmental degradation. Rio and other international fora have also reinforced the message that these goals can only be met if developing countries themselves drive the action, with full participation by all of their societies' stakeholders.

Sustainable development needs to integrate a number of additional key elements, not all of which lend themselves to indicators along the lines suggested here. The Copenhagen Declaration, for example, included a commitment to promote social integration by fostering societies that are stable, safe and just and based on the promotion and protection of all human rights. In the same vein, the 1995 DAC *Development Partnerships* policy statement identified democratic accountability, the protection of human rights and the rule of law as among the key elements of integrated development strategies. Investment of development resources in democratic governance will contribute to more accountable transparent and participatory societies conducive to development progress. **While not themselves the subject of suggested numerical indicators, we reaffirm our conviction that**

*these qualitative aspects of development are essential to the attainment of the more measurable goals we have suggested. Accordingly, we will continue to address them in our dialogues with partners and in our policies and programmes.*

## II. New strategies for the challenges ahead

### A. Changing Development Co-operation

We made a clear statement last year on our view of the roles of partners in development co-operation. Sustainable development, based on integrated strategies that incorporate key economic, social, environmental and political elements, must be locally owned. The role of external partners is to help strengthen capacities in developing partner countries "to meet those demanding, integrated requirements for sustainable development, guided by the conditions and commitments in each country".

To give substance to our belief in local ownership and partnership we must use channels and methods of co-operation that do not undermine those values. Acceptance of the partnership model, with greater clarity in the roles of partners, is one of the most positive changes we are proposing in the framework for development co-operation. In a partnership, development co-operation does not try to do things for developing countries and their people, but with them. It must be seen as a collaborative effort to help them increase their capacities to do things for themselves. Paternalistic approaches have no place in this framework. In a true partnership, local actors should progressively take the lead while external partners back their efforts to assume greater responsibility for their own development.

Partnerships are becoming more complex. Earlier aid efforts involved working almost always with central governments. Today, we are working with many more partners to meet demands for greater efficiency, respond to more pluralistic and decentralised political systems, and recognise the importance of a dynamic private sector, local ownership and participation by civil society.

Our understanding of development and development co-operation has undergone fundamental change. It has expanded to take more fully into account how societies operate and how the international system functions. We now see a much broader range of aims for a more people-centred, participatory and sustainable development process:

- ◊ reducing poverty while achieving broadly-based economic growth;
- ◊ strengthening human and institutional capacities within nations to meet internal challenges and help avert further tragic cases of social disintegration and "failed states";
- ◊ improving the capacity of developing countries to contribute to the management and solution of global problems, and

- ✧ reinforcing the transformation of institutions and enabling environments to facilitate the emergence of developing countries and transition economies as growing trade and investment partners in the global economy.

We are confident that development co-operation can make a crucial contribution toward these aims. At the same time, our expectations are now more modest about what can be achieved by development co-operation alone. We are convinced that a partnership approach is the way to meet the varied and complex challenges that we face, many of which are still quite new. Development co-operation experience is still at an early stage in working with issues such as good governance, private sector development, capacity to manage environmental issues and gender equality, which have attained their current prominence only in recent years,

When development is viewed in this broad context of societal transformation it is evident that development co-operation and other policies must work together. Our crucial interests in the broad goals of peace, economic growth, social justice, environmental sustainability and democracy obviously go far wider than aid programmes. The resources devoted to development co-operation and the expertise in the development agencies need to be integrated into coherent policy frameworks in which development objectives are given their full weight. Within our governments, development is important not only to aid agencies, but also to ministries of foreign affairs, finance, trade, environment, agriculture, and defence. More broadly, our citizens have much at stake in how national policies interact to complement - or to frustrate - development.

## ***B. A Stronger Compact for Effective Partnerships***

We have stressed throughout this paper that each developing country and its people are ultimately responsible for their own development. Thus, the developing country is the necessary starting point for organising co-operation efforts, through relationships and mechanisms that reflect the particular local circumstances. Some developing countries will need special help in building the necessary capacities. Development co-operation at the regional level, and on sectoral lines, is also important. However, these approaches should complement and enrich efforts to strengthen national capacities for sustainable development.

As a basic principle, locally-owned country development strategies and targets should emerge from an open and collaborative dialogue by local authorities with civil society and with external partners, about their shared objectives and their respective contributions to the common enterprise. Each donor's programmes and activities should then operate within the framework of that locally-owned strategy in ways that respect and encourage strong local commitment, participation, capacity development and ownership.

While the particular elements of partnerships will vary considerably, it is possible to suggest areas in which undertakings might be considered by the partners as their commitments to shared objectives.

### **Joint responsibilities:**

- ✧ create the conditions conducive to generating adequate resources for development,
- ✧ pursue policies that minimise the risks of violent conflict;
- ✧ strengthen protections at the domestic and international levels against corruption and illicit practices,
- ✧ open up wide scope for effective development contributions from throughout civil society,
- ✧ enlist the support of rapidly-developing countries and regional development mechanisms.

### **Developing country responsibilities:**

- ✧ adhere to appropriate macro economic policies;
- ✧ commit to basic objectives of social development and increased participation, including gender equality;
- ✧ foster accountable government and the rule of law,
- ✧ strengthen human and institutional capacity:
- ✧ create a climate favourable to enterprise and the mobilisation of local savings for investment;
- ✧ carry out sound financial management, including efficient tax systems and productive public expenditure;
- ✧ maintain stable and co-operative relations with neighbours.

### **External partner responsibilities:**

- ✧ provide reliable and appropriate assistance both to meet priority needs and to facilitate the mobilisation of additional resources to help achieve agreed performance targets.
- ✧ contribute to international trade and investment systems in ways that permit full opportunities to developing countries;
- ✧ adhere to agreed international guidelines for effective aid, and monitoring for continuous improvement;
- ✧ support strengthened capacities and increased participation in the developing country, avoiding the creation of aid dependency
- ✧ o support access to information, technology and know-how,

- ✧ support coherent policies in other aspects of relations, including consistency in policies affecting human rights and the risks of violent conflict;
- ✧ work for better co-ordination of the international aid system among external partners, in support of developing countries' own strategies.

## C. Making Aid Work Better

In the final part of this paper we propose some specific measures to help to achieve more effective development co-operation. The following suggestions reflect our collective experience; they seek to build on our strengths and correct identified weaknesses. However, one of the key lessons about development co-operation is that donor-driven initiatives rarely take root and that developing countries and their people must be at the centre of any effective system. The ideas presented here, therefore, will require broader discussion, especially with our developing country partners, and will need to be tested in practice and adapted as necessary.

### Support for locally-owned strategies

One of the most frequent weaknesses of past aid efforts was excessive proliferation of aid projects. Most donors have been moving beyond the project-by-project approach to reliance on explicit country strategies in working with the countries of their major concentration. These countries tend to be those that are the most aid-dependent. There are often a number of donors working in them. While each donor's strategy seeks to respond to national priorities, the number and diversity of donor strategies raise questions about the burden they create for local institutions and the degree to which they foster or impair local ownership and participation.

DAC Members, working with multilateral agencies and other donors, will help developing country partners to strengthen their own development strategies, and will encourage co-ordinated support from the donor community. One way to reinforce locally-owned strategies may be for donors increasingly to finance those aspects of the strategy calling for public expenditure through the budget of the developing country. This approach is being tested in a number of pilot efforts with a view to assuring both effectiveness and accountability by the developing country.

### Commitment of adequate resources

Development finance is becoming more diversified. In the mid-1980s official development finance was the major part of resource flows to developing countries. In the mid-1990s private flows far exceed those from official sources. Experience has demonstrated the fundamental importance of high rates of domestic savings, efficient local financial systems and sound economic policies in the developing countries. In all the fast-growing developing economies, domestic savings are one of the main engines of growth, often supported by private foreign investment. Development co-operation needs to address these essential factors so that more developing countries will be able to compete for capital and technology.

Our vision of development is one that fosters self-reliance in which countries and people are less in need of aid. However, many poorer countries simply do not yet have access to other resources sufficient to achieve the outcomes that serve everyone's interests. Private flows are highly concentrated in a limited number of countries and sectors. The smaller and least developed countries still attract little of this potential source of development finance. Moreover, private resources generally do not flow directly to some key sectors of priority need, such as health and education. Development will depend upon the continued availability of concessional resources, while countries build the capacity to create and mobilise domestic resources and attract private capital flows. For a number of highly indebted poor countries, development will also depend upon concerted international action to alleviate an unsustainable burden of debt.

In our 1995 *Development Partnerships* policy statement we reaffirmed our commitment to generating substantial resources for development co-operation to back the efforts of countries and people to help themselves. In endorsing that statement, the OECD Council at Ministerial Level expressed its continuing commitment "to mobilise as many public resources as possible and to encourage private flows to back the self-help efforts of developing countries".

Only four of the DAC's 21 Member countries consistently meet the widely accepted volume target of 0.7 per cent of GNP established by the United Nations in 1970 as an appropriate level for official development assistance. For the DAC as a whole, ODA disbursements are now only 0.3 per cent of GNP. Moreover, a growing portion of available ODA resources has been devoted to humanitarian needs and debt relief in recent years, placing an even greater strain on aid budgets. Among other things, these strains have created unprecedented shortfalls in financing of the United Nations system and the multilateral development banks. These multilateral institutions remain a cornerstone in global efforts to foster development. Their difficult financial situation is a cause for concern.

As recently as 1992, in the programme of action agreed at the United Nations Conference on the Environment and Development in Rio, developed countries reaffirmed their commitments "to reach the accepted United Nations target of 0.7 per cent of GNP for ODA and to the extent that they have not yet achieved that target, agree to augment their aid programmes in order to reach that target as soon as possible. Other developed countries agreed at Rio "to make their best efforts to increase their level of ODA".

In this report we have focused on indicators of development progress - on outcomes rather than the volume of inputs. Nevertheless, as we have pointed out, ODA is an essential investment to complement other development resources. Clearly, we need to sustain and increase official development assistance if we expect to see a reversal of the growing marginalisation of the poor and achieve progress toward realistic goals of human development. It is equally clear that an effort to build stronger compacts with developing countries on a foundation of shrinking resources and declining commitment will lack credibility. Therefore, it is necessary to express, once again, our deep concern that domestic preoccupations and budgetary pressures in some Member countries seriously jeopardise the international co-operation effort at a critical juncture.

## Enhanced co-ordination in international fora and on the ground

We are committed to better co-ordinate our aid efforts in line with the strategies of our partner countries. General and sectoral co-ordination among donors varies greatly from country to country. Given the variety of country situations, there is no single model that can be recommended. But methods of proven effectiveness could be given stronger encouragement. For example, the developing country should be the co-ordinator of development co-operation wherever possible. However in cases where local interest or capability is weak it remains for donors to encourage regular fora for co-ordination, and to assure that their own local representatives participate. Lead agencies from within the donor community (bilateral or multilateral) could be identified for particular themes or sectors and developing country partners should be an integral part of the process. The in-country co-ordination could then be monitored in international Consultative Groups and Round Tables, as well as in DAC Aid Reviews. The objective would be to create incentives for effective co-ordination and to strengthen local capacity to lead the co-ordination process.

## Monitoring and evaluation

We need to check continuously that planned improvements in aid co-ordination and delivery actually take place, with full feedback from the intended beneficiaries. The Development Assistance Committee already serves part of this role as a standard keeper and co-ordination body without operational programmes of its own. More can be done in future, building on the many evaluation exercises underway (including those of the multilateral development banks), on the DAC's peer reviews of bilateral donor programmes, and new developing country-based aid reviews, now in a pilot stage. Many specific and hard-won lessons learned are identified in the DAC *Principles for Effective Aid* and other policy guidance as well as in the growing body of work on results oriented programming evaluations and follow-up. Guidelines for effective aid need to be continuously disseminated and tested at the field level, and the results fed back into new programmes. We shall continue to monitor the application of all these lessons to future development co-operation efforts.

## Expanding the base for co-operation

Aid is a scarce resource and, as we have stressed throughout this report, it must be targeted to meet priority needs and help generate other development investments. One of the most encouraging indications of progress over recent decades is that many countries have reduced or eliminated their need for aid, and some have become donors themselves.

The DAC has now established a regular system for review of its *List of Developing Countries and Territories* with a view to identifying those that should progress from that list. Members already direct a substantial majority (some 63 per cent) of their aid flows to low-income and least-developed countries, and they are committed to continuing that concentration as countries progress. As countries move toward a pattern of sustained growth and development, co-ordinated efforts should

be made to assure that continued aid investments are directed to the sustainability of their own strategies, and that a conscious path toward a phase-out of aid is identified.

Countries, institutions and individuals with recent experience in successful development can be especially effective in sharing their experience and insights with others. They also provide concrete examples of the shared international benefits of development. We need to strengthen and encourage the participation of those who can bring the experience of their own development into an expanding base of international co-operation. Such efforts are now part of our joint work in the DAC.

## D. Bringing Our Policies Together

This report has described how the linkages between industrialised and developing countries extend far beyond development assistance. There are many areas where policies of the industrialised countries can complement or frustrate development efforts. Fiscal deficits of industrialised countries can influence both the cost and the availability of capital for developing countries. Environmental, sanitary and other restrictions on imports can sometimes operate as non-tariff barriers. The promotion of military exports can drain limited resources away from development priorities. On the other hand, industrialised country policies can foster trade and investment flows can facilitate the sharing of technology, and can in many other ways advance development objectives.

The ramifications and opportunities of policy coherence for development now need to be much more carefully traced and followed through than in the past. We should aim for nothing less than to assure that the entire range of relevant industrialised country policies are consistent with and do not undermine development objectives. We will work with our colleagues in the broad collaborative effort now underway within the OECD to examine linkages between OECD Members and the developing countries, building on the promising work on this theme completed in 1994. We are confident that we can do more than just avoid policy conflict. We will work to assure that development co-operation and other linkages between industrialised and developing countries are mutually reinforcing.

The 21st century can be one of increased co-operation, of hope and of opportunity. We put forward these ideas to show the importance of development for the security and well-being of all who will inhabit this planet in the coming century. We are confident that development co-operation, together with other modes of international co-operation, can work to produce results that will be well worth the effort they will demand of our societies.

### SITREP report

The following pages are an example of documents which would be provided through the UN Department of Humanitarian Affairs ("DHA") Relief Co-ordination Branch

#### Papua New Guinea - Drought and Frost

#### DHA-Geneva Situation Report No. 5

28 November 1997

#### Situation Update

1. The drought situation in late November 1997 is broadly as predicted in the Government/AusAID assessment conducted in September/October 1997. Most areas of Papua New Guinea (PNG) have had no significant rainfall since May/June 1997, and some have had none all year. Though there has been some rain in the Northern and Central Highlands, lower than average rainfall is expected to continue until at least March/April 1998. Above 2,200 m the generally clear skies (except for smoke from the forest fires) have caused more damaging night-time frost.

#### Impact of the Emergency

2. The current food situation in the Highlands and in the islands, where water supply is more of a problem than lack of food, is either as predicted in the Government/AusAID Assessment Report or worse. In the worst affected areas, all garden food has gone and remaining forest food is already much reduced by extensive burning of the bush. Approximately 80 per cent of the total population of PNG are now forced to use unfamiliar water sources and are reliant on the larger (and also more polluted) rivers. Overall, up to 500,000 people in the Highlands now have very little to live on, and the effects of the emergency are beginning to become apparent, with the incidence of eye infections, skin diseases and diarrhoea rising, and strong anecdotal evidence of recent deaths of individuals who would not normally be considered vulnerable.

#### Projected evolution

3. Even if there is rain in significant quantity before the end of the year, and subsistence farms are able to take advantage of this to plant seedlings, the first crops will not be ready for consumption before March/April 1998. However, there are virtually no seeds and seedlings left in the Highlands for planting in the event of rain (most of them having been consumed).

4. The drought and frost emergency is damaging not only subsistence farming but also the production of cash crops such as coffee and cocoa. Most significantly for the national economy, some mines have had to close as the level of water has dropped in the rivers on which they depend for supplies and the transport of ore.

5. Education is affected with many rural schools closed due to lack of water. The level of Port Moresby's major reservoir is low and falling fast. Power is already being rationed and by February/March 1998 no further water will be available for hydroelectric purposes unless rain falls. Fossil fuel generation capacity is very limited and major restrictions will ensue. Water for other purposes will continue to be available but only until August/September 1998 unless there is major rainfall in the catchment area.

6. Most alarming are the wider social implications of the emergency for PNG, with the possibility of large scale population migration from the rural to the urban areas. Such a movement is already perceptible. This could cause serious law and order problems in the localities to which the Highlanders descend, long term damage to social cohesion, and even possible conflict.

#### National and International Response

7. The Government Trust Fund for Drought Relief has been established with a Kina 19.7 million grant from central budget. A 'National Action Plan from 1 December 1997 to 31 March 1998' has been prepared and released to the international community. National Disaster and Emergency Services (NDES) is confirmed as the national focal point for the drought relief operation. Provincial Government measures to combat the drought and provide relief to the population are under way and vary according to the general level of effectiveness of the provincial administration.



8. The Department of Agriculture and Livestock (DAL) and AusAID are conducting a reassessment over the next two weeks to try to refine the data they collected in September/October 1997, and in particular to cover areas not visited on the first assessment. This assessment should be completed by 16 December 1997.

9. The Australian Government continues to provide extensive technical, logistical and operational support to the relief operation (as detailed below). The Australian Air Force is operating fixed wing aircraft and the Australian Army provides helicopters to deliver food to the affected population who cannot be reached by road. The mission is planned to continue into 1998.

10. The UN Resident Coordinator in Port Moresby has been requested by the Government to assist in the coordination of international assistance as well as in resource mobilization and information management. UNDP has established a databank for this purpose. WFP has fielded an assessment mission to assess the food security situation and make recommendations for further action. DHA has fielded a three person United Nations Disaster Assessment and Coordination (UNDAC) Team to assist the UN Resident Coordinator, the UN Disaster Management Team (UN-DMT) and the Government to identify needs for emergency relief assistance and to prepare an appeal to the international community. It is expected that the appeal will be launched during the week starting 8 December 1997. An information meeting for the international community will be convened by DHA in Geneva during the same week.

11. A number of donors have provided cash contributions as indicated below.

12. IFRC has launched an appeal for US\$ 407,000 to assist 160,000 beneficiaries for a period of six months.

13. Action by Churches Together (ACT) has launched an appeal for US\$ 500,000 to provide food, medical and other relief assistance to affected families. The programme will be implemented in close cooperation with provincial authorities.

### 14. Contributions

		US\$
UN SYSTEM		
DHA	Emergency grant	30,000
	One UNDAC member	++
UNFPA	Cash grant	300,000
WFP	Fielding of assessment mission	++
IGOs		
EU	Cash grant channelled through churches and NGOs	285,714
GOVERNMENTS		
Australia	Fuel (diesel, kerosene), water containers (20 litre)	++
	Medical supplies, food items (flour, rice, oil)	++
	Services (drought assessment team), technical assistance, technical equipment (computers, printers).	++
	Transportation of supplies.	
	Cash grant plus some in kind contributions indicated above	8,774,000
	Provision of one UNDAC member and support to UNDAC mission	++
Fiji	Provision of one UNDAC member	++
Japan	Cash grant to the National Drought Trust Fund	500,000
Republic of Korea	Cash grant for drought relief (pledge)	30,000
New Zealand	Cash grant through various NGOs	272,945
Norway	Emergency grant through DHA	30,000
UK	Cash grant (PDS STLG 50,000) to the National Drought Trust Fund	83,333
	Food aid through Salvation Army	174,000
USA	Cash grant to the National Drought Trust Fund (pledge)	25,000
TOTAL		10,504,992
++ value of contribution not specified		

**Terms of Reference**

To review the effectiveness of the policies and procedures of the Overseas Aid Committee and make recommendations to the Overseas Aid Committee and the Policy and Resources Committee. In particular:

- I. to review and to recommend, if and where appropriate, changes to:
  - A. its aims, objectives and policies in light of evidence of accepted best practices, objectives and policies of appropriate comparison organisations and stakeholder requirements;
  - B. to consider the appropriateness and efficiency of procedures in light of the above.
- II. The review will consider in principle, but will not determine in detail, staffing and other implications of any changes recommended.

**Boundaries**

All activities of the Overseas Aid Committee, the Community Work Project Sub-Committee, the Honorary Executive Officer, Committee Clerk, Administrative Assistant, and Community Project Leaders are included in the scope of the review.

The review will incorporate, as far as possible, the views of the following key stakeholders:

- Overseas Aid Committee
- The Policy & Resources Committee
- The Finance & Economics Committee
- Community Work Project volunteers
- aid agencies receiving grants
- individuals or communities participating in, or affected by Community Work Projects (intended beneficiaries)

The review will **not** seek to directly ascertain the views of the following classes of stakeholders:

- members of States of Jersey
- the Jersey public
- individuals or communities participating in or affected by agency nominated project grants

**Deliverables**

The review will endeavour to issue an interim written report in time for consideration prior to the States Strategic Policy Debate. A final report will be issued by 31<sup>st</sup> December.

**Liaison**

Day to day liaison will be through the President of the Overseas Aid Committee.

**Costs & Fees**

The review will be undertaken on an honorary basis. However essential incidental expenses incurred by members of the review group (for example costs of acquiring policy and procedure materials from other organisations) will be reimbursed by the Overseas Aid Committee on production on supporting documentation.



**The views expressed in this report are those of the review group and are not necessarily endorsed by persons and organisations consulted. The review group are grateful to the following for their input:**

### Interviewees

- ✧ The President (Senator Ann Bailhache)
- ✧ Representatives of the Community Work Project Sub-Committee (Mr Ian Brown, Dr Nickki Bailhache, Deputy Alan Breckon)
- ✧ the former President (Senator Jean Le Maistre)
- ✧ The Honorary Executive Officer (Mr Leslie Crapp)
- ✧ The Chief Adviser (Mr Colin Powell)
- ✧ Administrative Assistant (Jo-Anne Dodsley)
- ✧ Mr Richard Pirouet (Managing Partner, Ernst & Young in Jersey)
- ✧ Mr Richard Robins (Managing Director Kleinwort Benson (Jersey) Ltd)

### Development Agencies who responded to Questionnaires

- ✧ Action Aid
- ✧ British Red Cross
- ✧ CAFOD
- ✧ Cambodia Trust
- ✧ Christian Aid
- ✧ Christian Outreach
- ✧ Hands Around the World
- ✧ Homeless International

- ✧ Mission Aviation Fellowship
- ✧ Oxfam
- ✧ Save the Children
- ✧ Sight Savers International
- ✧ UNICEF
- ✧ VSO

### Representatives of Host Communities

- ✧ Elizabeth Fielden (Project Manager) Amani, Kenya
- ✧ Mr Samuel Bwana (Headmaster Nyatindo School), Kenya
- ✧ Rashid Otieno (Site Forman Kenya 1997 and 9 previous Community Work Projects)
- ✧ Lucas (Project Consultant) Amani, Kenya
- ✧ Unita Riago (Chairman of the PRA Committee), Nyatindo Kenya
- ✧ Community Chief and Assistant Community Chief, Nyatindo Kenya
- ✧ Aneeza Pasha (Local VSO Kenya)

### Project Leaders and Volunteers who responded to Questionnaires

- ✧ 14 volunteers participating in 1997 projects to Zambia and Kenya (from a sample of 25, a 56% response)
- ✧ 13 participants of 1996 projects to Albania and Zimbabwe (from a sample of 20, a 65% response)
- ✧ 17 project leaders (replies were anonymous) drawn from Dr. David Steiner, Ted Steiner, Ray Middleton, Ian Brown, Marcus Stafford, Ed le Quesne, Piers Genee, Marlene Genee, Mike Hayden, Ann Hocquard,

Rev Delap, Rev T Hampton, Rev C Buckley, Piers Baker, Rev Geoff Baker, Nickki Bailhache, Daphne Wagstaff, Kevin Daly, Vanessa Nash, Mr & Mrs Houillbecq, Norman de la Haye, Alan Jouanny, Jacqui Huet, Rowland Heaven, Ruth Heaven, Pam Evans, Ian Jayes, Rev Colin Hough, Mrs Gill Bunting, Andre Rabet, Ann Rabet, Mark Blanchard, Paul Harding, Bob le Sueur, Jean le Maistre, Brian Stoddard, Norman de la Haye, Denis Troy, Renee Rabet.

### Interested Parties Responding to Press and Radio Invitations to Comment

- ✧ Sue Deans
- ✧ Bush Hospital Foundation
- ✧ Daniel Wimberley
- ✧ Rhino Trust
- ✧ Mr S Higginson

### Recommendations Workshop Participants

- ✧ Senator Ann Bailhache
- ✧ Deputy Alan Breckon
- ✧ Deputy Maurice Dubras
- ✧ Mr Leslie Crapp

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### Gerard Le Claire

Gerard is Acting Director of Environment with the States Planning and Environment Department. He previously worked for three years with the UN Department of Humanitarian Affairs Relief Coordination Branch, in Geneva. His experience includes working on disaster prevention, preparedness and response in Rwanda, former Zaire, Russia, Laos, Bangladesh, Iran, South Africa, Kenya and Uganda. He is a member of the UK contingent of the UN Disaster Assessment and Coordination (UNDAC) team, a standby mechanism for international disaster response.

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### Renée de la Haye

Renée is a Registered General Nurse and has a Masters degree in Public Health and Health Promotion. Renée worked with Oxfam in Zaire and the former Yugoslavia as an Emergency Support Officer for one year and as a Community Nurse and Research Assistant at St Andrews Clinic for Children in Sierra Leone researching intestinal helminths for 3 years. She has also worked on Community Work Projects in Hombolo Tanzania and most recently in Amani in Kenya. Renée take up a public health post in Romania through East European Partnership in January 1998.

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### Toni Roberts

Toni is a Chartered Secretary who is finalising a Masters of Business Administration degree at the University of Leicester. She is responsible for Offshore Sales, Marketing and Product Development for a major global bank and works with professional advisors and individuals around the world to set up estate planning and other structures.

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### Ed Le Quesne

Ed spent five years teaching Physics in a Kenyan government school at Thika, Kenya from 1967 to 1972. Ed has been teaching at Victoria College since 1973. He returned to Kenya on a work party in 1975 and again, as a leader, in 1993. Ed has retained an active interest in overseas development and is well known in the Island for his work with the local Oxfam group which he has chaired since 1980.

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### Brian Coutanche BSc MBA CISA FCA

Brian is responsible for management consulting services within Ernst & Young in Jersey. He has worked with many local organisations on aspects of strategy and operational performance improvement. Brian's interest in development issues, which goes back many years, took him to South Africa where he worked for four years gaining first hand experience of the political and economic complexities which characterise many developing countries.

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<sup>1</sup> Development Assistance Committee Report 1996, pp4

<sup>2</sup> Development Assistance Committee Report, 1996, OECD

<sup>3</sup> UN Agenda for Development General Assembly Resolution 51/420

<sup>4</sup> USAID 1997

<sup>5</sup> Claire Short, Speech to IOD 8 July 1997

<sup>6</sup> UNDP 1997

<sup>7</sup> UNDP (1997) Human Development Report 1997. Oxford University Press

<sup>8</sup> Tony Blair, quoted in UN NGLS Environment and Development File vol III, no 15

<sup>9</sup> The Economist 1994

<sup>10</sup> Development Assistance Committee Principles for Effective Aid, para 453, OECD

<sup>11</sup> the British government's decision to meet the majority of the States' war time debts and waive of interest by banks provided the foundation for our post war recovery. See for example Cruickshank C., The German Occupation of the Channel Islands, OUP

<sup>12</sup> Development Assistance Committee Principles for Effective Aid, OECD, 1992