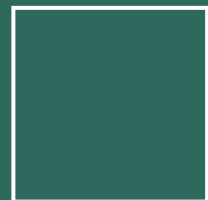
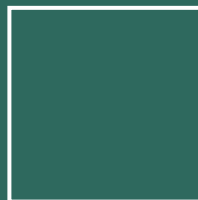
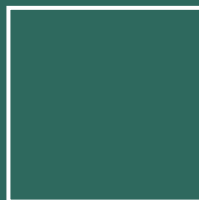
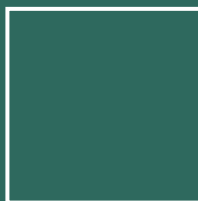
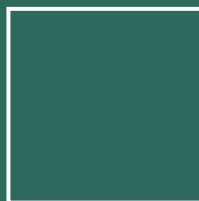
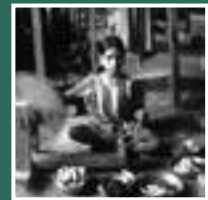


# Development Aid: Compensation for Injustice or Instrument for Justice?

March 2008



**CIDSE**  
Coopération Internationale pour le  
Développement  
et la Solidarité





**Development Aid: Compensation for Injustice  
or Instrument for Justice?**

March 2008

**A CIDSE Working Paper  
on the Aid Effectiveness Agenda**



This document is the first outcome of a review of what development effectiveness means to CIDSE and how we translate development effectiveness into practice. It provides a framework to broaden and deepen civil society and government perspectives on aid effectiveness for holistic development. CIDSE strives to model and measure effectiveness on this framework. The paper was written to coincide with discussions on aid effectiveness in the context of the Accra OECD High Level Forum on Aid Effectiveness in September 2008.

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CIDSE is a coalition of 16 Catholic development agencies in Europe and North America which share a common vision on poverty eradication and social justice and a common strategy on development programmes, development education and advocacy. CIDSE's advocacy work covers trade and food security, resources for development, global governance, and EU development policy.

## **Executive Summary**

Effective development cooperation is a fundamental goal for all actors in the development sector. However, the current aid effectiveness agenda shaped by the 2005 Paris Declaration on Aid Effectiveness and Harmonisation (hereafter referred to as the Paris Declaration), limits debate by focusing on the efficiency of aid delivery in a technocratic and apolitical manner. We recognise that the scope of the Paris Declaration, and subsequent negotiations around it, are necessarily limited to the delivery of official development assistance (ODA) and that wider considerations of development and development philosophy are outside its mandate.<sup>1</sup> In our view, however, this impoverishes the discussion about aid and its purposes and excludes a number of factors which are central to any debate about development. With this paper, therefore, we attempt to provide a broader definition of aid effectiveness that aims, not only to deliver efficiency, but focuses on achieving sustainable impact and social change.

### **Current agenda to promote aid effectiveness: technocratic and apolitical**

The Paris Declaration is an instrument developed by governments to improve the efficiency of ODA. In spite of its very specific objective, the Paris Declaration is becoming the defining paradigm for the global aid effectiveness agenda and thus impacts significantly on the whole development sector with consequences for the functioning of civil society organisations. During the current process to review the Paris Declaration's implementation it is therefore critical to voice an alternative view of effectiveness.

### **An alternative framework for development cooperation effectiveness**

CIDSE adopts a broad view of effective development cooperation, informed by values derived from Catholic Social Teaching. Based on our values, CIDSE agencies define effective aid as aid that:

- Delivers positive impact felt in people's lives.
- Is accountable and promotes learning.
- Focuses on equality of opportunity and rights and reaches the most marginalised / poor.
- Is empowering.
- Is delivered in coordination with all stakeholders.
- Is sustainable.

CIDSE agencies strive to model development cooperation, and measure effectiveness, on these principles. While efficiency is evidently an important aspect of effectiveness, process change, human rights issues, social change and economic change, are all equally important elements to be measured. Ensuring effectiveness is not without challenge and requires honest assessment of our development cooperation efforts. CIDSE welcomes the impetus provided by the Paris Declaration to reflect on our own effectiveness as civil society organisations engaged in development cooperation. At the same time, we acknowledge that the purposes and scope of ODA differ in important ways from the contributions that civil society actors, both north and south, make to the development process. For instance, we accept

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<sup>1</sup> Flows of official financing administered with the promotion of the economic development and welfare of developing countries as the main objective, and which are concessional in character with a grant element of at least 25 percent (using a fixed 10 percent rate of discount). By convention, ODA flows comprise contributions of donor government agencies, at all levels, to developing countries ("bilateral ODA") and to multilateral institutions. ODA receipts comprise disbursements by bilateral donors and multilateral institutions.– OECD, Glossary of Statistical Terms

that economic growth and factors that can encourage it are a legitimate concern of ODA while the comparatively small volume of the resources available to civil society actors puts the objective of economic growth beyond their reach except in very localised settings. Civil society, however, rightly takes a very keen interest in the quality of economic growth and ensuring that the poorest sectors of society are included in the benefits it is supposed to bring.

This paper provides a framework to broaden and deepen civil society and government perspectives on aid effectiveness for holistic development. Its starting point is the view that aid can only truly serve development in association with other means of seeking economic justice, such as trade reform. Development aid needs to be an essential instrument for justice, not a mere compensation for injustice.

## **Recommendations**

Ensuring that our development cooperation contributes effectively to reduce poverty, guarantee respect for human rights, and promote justice is our greatest challenge. Adopting an approach that aims to measure our effectiveness against our vision for development cooperation and values requires us to reflect honestly on our performance in a way that acknowledges the complexity of all development cooperation efforts and seeks to promote learning and accountability.

CIDSE hopes that the following recommendations can contribute constructively to future debates on aid effectiveness:

- Other principles on aid effectiveness beyond those encapsulated in the Paris Declaration exist and should be recognised.
- Impact can be demonstrated through instruments which do not necessarily fit in a predetermined framework inspired by the Paris Declaration. Governments/donors should not impose measures of effectiveness on civil society organisations that interfere with our own efforts to assess impact and/or act to reduce considerations of effectiveness to technical considerations of efficiency.
- The role of civil society is independent; it is sometimes complementary but never subordinate to the government's agenda to improve aid efficiency. Appreciation of the value of civil society should not be restricted to recognition of their service-delivery roles. Efforts should be made by all development actors to seek ways to cooperate further, recognising complementarities and diversities in approaches to achieve holistic and sustainable development where they exist.
- A real commitment to democratic ownership should be demonstrated by providing space for civil society participation in the public debate in recipient countries on a more permanent basis, most notably where General Budget Support is the favoured modality of donors.<sup>2</sup>
- Donors should commit to achieve the highest standards of openness and transparency of official aid and include new targets for multi year, predictable and guaranteed disbursements of this aid. Similarly, it should include more ambitious, independently monitored and timetabled targets for the ending of tied aid and a commitment by donors with a time-table to end all donor imposed harmful policy conditions.

CIDSE recognises the efforts that have been made by some official donors to improve their effectiveness in aid delivery. At the same time, to be truly effective, deeper and more far reaching change in perspective and behaviour is needed and a broader view of development cooperation effectiveness must be taken. We hope that this paper serves to explain the principles on which CIDSE's perspective of its own aid effectiveness are based, and to deepen official and non-governmental efforts to increase aid effectiveness.

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<sup>2</sup> See also CIDSE-Caritas Internationalis, *PRSP as Theatre- backstage policy-making and the future of the PRSP approach*, (2004) - <http://www.cidse.org/docs/200409271723027101.pdf>.

## 1. Introduction

*It is not just a question of fighting wretched conditions, though this is an urgent and necessary task. It involves building a human community where all can live truly human lives, free from discrimination on account of race, religion or nationality, free from servitude to others or to natural forces which they cannot yet control satisfactorily. It involves building a human community where liberty is not an idle word, where the needy Lazarus can sit down with the rich at the same banquet table.”<sup>3</sup>*

CIDSE is a network of 16 Catholic Development organisations from Europe and North America. We work through socially and culturally sensitive development cooperation, development education, promoting global solidarity at home and policy advocacy for greater justice, and in partnership with organisations on all continents, to free societies from poverty and oppression and enable their transformation into communities of solidarity. Our mission is shaped by the principles of Catholic Social Teaching (CST). These values also inform our views on the role of aid in development and have long served as the basis of our advocacy for increased official resources for development and quality of aid.

CIDSE welcomed efforts to define a common official agenda to increase aid effectiveness, finally embodied in the Paris Declaration on Aid Effectiveness (hereafter referred to as the Paris Declaration). We recognise that the Paris declaration is a tool to improve the efficiency of official development assistance (ODA). Yet no measures are foreseen to reduce donor conditionality or improve the predictability of aid flows. We recognise that wider considerations of development and development philosophy are outside the mandate of the Paris Declaration.<sup>4</sup> In our view, however, this impoverishes the discussion about aid and its purposes and excludes a number of factors which are central to any debate about development. The Paris Declaration seems to rely on the underlying assumption that economic growth will directly result in poverty reduction, and thus reinforces a limited view which fails to adequately address the complex and political nature of development. The Paris Declaration does not place aid in its context among interrelated developmental challenges such as fairer trade arrangements, debt cancellation, environment sustainability, security, and migration. Neither have the wider arena of alternative channels for aid been considered in the declaration i.e. the role of new official donors, foundations, vertical funds, emerging multilateral institutions.

In spite of a focus on ODA, the agenda arising out of the Paris Declaration has consequences beyond the boundaries of government aid effectiveness. The Paris agenda is slowly becoming the defining paradigm regarding aid effectiveness and the norm from which deviation is difficult. Thus the Paris Declaration has significant impact on the functioning of civil society organisations, even though many of its indicators cannot be applied to our work.

The Paris Declaration principles have prompted changes to the funding environment which have consequences for the work of non-governmental organisations. While the shifting focus to program and/or sector support can be positive as it allows for targeted focussing of resources, this approach needs to ensure adequate participation for all stakeholders. Current trends have caused much of civil society to fear marginalisation, or even exclusion, the reduction of funds, and a reduced ability to play appropriate roles in relevant sectors or programmes.

Donor preoccupations with ‘Alignment’ and ‘Managing for Results’ have led to government-orientated procedures being increasingly imposed on civil society organisations. Members of CIDSE feel growing pressure to align with government priorities and show results in a predetermined framework set by their Governments and inspired by the Paris Declaration. This pressure poses difficulties for civil society

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<sup>3</sup> Paul VI, Encyclical Letter *Populorum Progressio*, 47 (1967).

<sup>4</sup> Flows of official financing administered with the promotion of the economic development and welfare of developing countries as the main objective, and which are concessional in character with a grant element of at least 25 percent (using a fixed 10 percent rate of discount). By convention, ODA flows comprise contributions of donor government agencies, at all levels, to developing countries (“bilateral ODA”) and to multilateral institutions. ODA receipts comprise disbursements by bilateral donors and multilateral institutions – OECD, Glossary of Statistical Terms.

organisations struggling to balance multi-level accountability, and reduces our autonomy and potential to develop participatory project management practices with partners.

The growing donor shift in favour of General Budget Support (GBS) as an instrument to promote 'ownership' and 'alignment' does not guarantee full democratic ownership, or democratic policy processes, because dialogue takes place almost exclusively at government level. The CIDSE-Caritas Europa report, 'The EU's Footprint in the South' finds that budget/sector support experiences in Cameroon, Ethiopia, Nicaragua and Zambia have demonstrated that the role of national parliaments as well as the role of civil society in budget support is unclear and currently very limited.<sup>5</sup>

Moreover, when the recipient government is the sole decision-maker regarding which civil society organisations are to be funded and there is little or no prior experience of collaboration, this modality of aid delivery means that some civil society organizations may no longer have access to funding which was previously available.

The Paris Declaration itself calls for the systematic involvement of "a broad range of development partners when formulating and assessing progress in implementing national development strategies." Senior OECD representatives have also repeatedly called on civil society in developing countries to hold government to account for the use of resources provided by the international community – and, of course, by tax payers in the countries concerned. Yet, official donors are in danger of holding two quite contradictory attitudes: of demanding that civil society fill the "accountability gap" in general budget support – which they themselves recognise – by holding governments to account, while at the same time doing nothing to ensure that civil society organisations have the space and the resources they need to discharge this important function. Government control over funding in particular runs the risk of being used as a mechanism to stifle citizen voices or to minimise criticism. There is an urgent need for a understanding of the role of civil society, by both governments and donors who from time to time may find that they themselves are the subjects of rigorous monitoring and tough criticism. Civil society helps to ensure that the voices of the poor and marginalised are heard, this role should be recognised and supported as an essential element of democratic societies.<sup>6</sup>

Clearly, effective aid requires the different actors engaged in development cooperation to adopt varied approaches and a mix of intervention strategies. A comprehensive debate on aid effectiveness needs to recognise the distinct roles played by all actors in development, and broaden its focus to include action beyond the government level, in order to identify where potential for complementary approaches can be harnessed for common goals and greater aid effectiveness.

Complementarity presupposes a sound basis of shared values and goals allowing different stakeholders to effectively work together. It also presupposes that actors provide distinct contributions to the end goal and are granted sufficient space to implement diverse approaches. As effective complementarities are highly dependent on context and sector, and no uniform formula for effective cooperation exists, flexibility and innovation need to be allowed. Considerations of efficiency and results based management should not hinder the potential for cooperation between the different stakeholders involved in development cooperation.

This paper provides a framework to broaden and deepen perspectives on aid effectiveness for holistic development. Its starting point is the view that aid can only truly serve development in association with

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<sup>5</sup> CIDSE-Caritas Europa, *The EU's Footprint in the South: Does European Community development cooperation make a difference for the poor?* (2007) - <http://www.cidse.org/docs/200703211426497220.pdf>.

<sup>6</sup> In Zambia, the limited role for the parliament or civil society in the budget support process has been criticised by the European Commission. In response the delegation is supporting civil societies' role in budget process through a project to a) research on budget aid and poverty reduction, b) capacity-building efforts, c) organise grassroots feedback on the impact of budget aid. This initiative presents new financing modalities whereby civil society organisations in the South are supported by a Northern donor to monitor their own government spending. CIDSE-Caritas Europa, *The EU's Footprint in the South: Does European Community development cooperation make a difference for the poor?* (2007).

other means of seeking economic justice, such as trade reform. Development aid needs to be an essential instrument for justice, not a mere compensation for injustice.

We hope that this paper serves to explain the principles on which CIDSE's perspective of its own aid effectiveness are based, and to deepen official and non-governmental efforts to increase aid effectiveness.

## **2. CIDSE views on aid effectiveness**

### **An alternative perspective on aid effectiveness**

CIDSE's vision of the development process is informed by values derived from Catholic Social Teaching, and based on: the concept of human dignity; respect of the common good (*the sum of social conditions which permit free human development of persons and communities*); recognition of communities as authors of their own development; and the preferential option for the poor.

CIDSE works with vulnerable communities and tries to ensure that all interventions are based on:

- The fundamental dignity of every community member, including respect for the unique contributions of men and women of all ages and each individual's potential to contribute to the larger common good. Human dignity is conditional on the fulfilment and protection of human rights and recognition of associated responsibilities.
- Understanding that the well-being of all peoples is interlinked. Striving to achieve the 'Common Good'<sup>7</sup> requires 'willingness to see others as another 'self,' and to regard injustice committed against another as no less serious than an injustice against oneself.'<sup>8</sup>
- Emphasis on ownership as necessary to human dignity. Ownership stresses a keen awareness and respect of communities as authors and claimants of their right to development.
- The preferential option for the poor. This means giving priority attention to communities which live in conditions that interfere with their proper growth and sustainable development, i.e. those that lack the necessities of nutrition, housing, education and health care.<sup>9</sup>

Based on our values, CIDSE agencies define effective aid as aid that:

- Delivers positive impact felt in people's lives.
- Is accountable and promotes learning.
- Focuses on equality of opportunity and rights and reaches the most marginalised / poor.
- Is empowering.
- Is delivered in coordination with all stakeholders.
- Is sustainable.

### **Effective aid delivers positive impact felt in people's lives**

Our broad view of development cooperation, and the values that guide our interventions, provide the framework by which we measure the effectiveness of our development cooperation. While efficiency is evidently an important aspect of effectiveness, we also seek to measure process change, human rights issues, social change and economic change. Our approach therefore differs from centralised programme-

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<sup>7</sup> Pontifical Council for Justice and Peace, *Compendium on the Social Doctrine of the Church*, 150 (2004).

<sup>8</sup> Cf. The Catholic Bishops on England and Wales, *The Common Good and the Catholic Church's Social Teaching*, 23. (1996).

<sup>9</sup> Pontifical Council for Justice and Peace, *Compendium on the Social Doctrine of the Church*, 182 (2004).

based approaches and results based management, which tend to focus on short-term development goals and quantifiable results.

As our development approach emphasises human dignity, the methodology that we adopt for evaluation and impact assessment places central importance on the individual and the perceived impact of our interventions on his/her life. In addition, upholding the Preferential Option for the Poor and marginalised requires evaluations to start with the viewpoint of people and communities who are the most disadvantaged and vulnerable.

Attempting to analyse the multidimensional nature of poverty and assess the contribution of our interventions to development goals is one of our greatest challenges; it calls for us to develop innovative mechanisms, which can meaningfully enable the participation of the people who are involved in our development work, and capture outcomes and impact (both expected and unexpected) of programmes and projects.

#### **Critical success factors<sup>10</sup>**

- People reached by development interventions can describe holistically the change they see happened in their lives.
- Partner organisations have the capacity to provide evidence (quantitative/qualitative) on impact.

#### **Effective aid is accountable and promotes learning**

Aid can only be effective if it is accountable. There is a critical need for effective mutual accountability mechanisms which hold donors as well as partners to account for commitments to aid effectiveness in both the donor and the partner's country. Transparent and binding aid agreements which are independently monitored and evaluated must underpin commitment to accountability and country ownership. CIDSE considers this to be a priority issue that needs to be addressed at the level of official aid, considering the failure of the Paris Declaration to do so, as well as at the level of civil society partnerships.

Civil society organisations are accountable at many levels: to donors (public and private) and to partners (in the north and south). Achieving balanced accountability at all levels requires that civil society organisations are granted sufficient autonomy to ensure that questions of upward accountability to back donors do not monopolise procedures to the detriment of downward accountability to partners. This is fundamental to the principle of subsidiarity which is key to our partnerships<sup>11</sup>.

The competence and autonomy of local partners and their ability to harness the initiative and responsibility of citizens and communities for civic driven change are of primary importance to CIDSE. As northern NGOs, our role is to support and strengthen the capacity of our partners. We consider it a priority to innovate and adopt participatory methodologies to ensure that project design, management and evaluation are carried out in collaboration with our partners.

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<sup>10</sup> Identified as key goals for the effective delivery of aid by CIDSE member agencies.

<sup>11</sup> Pontifical Council for Justice and Peace, *Compendium on the Social Doctrine of the Church*, 185 (2004); cf. *Leo XIII, Encyclical Letter Rerum Novarum: Acta Leonis XIII, 11 (1892)*.

### **Critical success factors**

- Innovative approaches, which take the lead from local partners and respect subsidiarity, are applied to programme and advocacy work.
- Development practice shows evolutionary change on the basis of learning gained from monitoring and evaluation of interventions funded.

### **Effective aid focuses on equality of opportunity and rights and reaches the most marginalised / poor**

Globalisation dominated by market forces does not prioritise the needs of the world's poor. Moreover, with the pressure to demonstrate manifest results in as short a time-frame as possible, many development actors can easily bypass communities struggling with extreme poverty.

The Paris Declaration identifies the need for sufficient and efficient aid to serve development objectives. Yet it has no indicators that would ensure that aid effectively promotes equality of opportunity and rights. Vital cross-cutting issues including human rights and gender receive little or no attention. In spite of the fact that 70% of those living in absolute poverty are women; there is only one mention of 'gender equality and thematic issues' under Point 42 on Harmonisation. For CIDSE, promoting development entails upholding the right to development of all people.

The principle of the 'Universal Destination of Goods', states that the earth and all it contains are destined for all people and are to be fairly shared<sup>12</sup>. We therefore endeavour to ensure that our work promotes equality between every person, and between all communities. In order to promote this equality CIDSE tries to reach out to the poorest and most marginalised. This approach brings many challenges, identifying and accessing the poorest communities requires time and resource investment.

### **Critical success factors**

- Systematic strategies are in place to ensure interventions support the poorest or most marginalised.
- Gender and Human Rights perspectives are mainstreamed systematically in all activities.

### **Effective aid is empowering and promotes democratic ownership**

Field evidence demonstrates that aid is most effective when all those involved, especially those who are targeted have a say and a role to play. Ownership is one of key principles of the Paris Declaration. However, its view of ownership is limited to encouraging greater government leadership of development policies at best, without addressing the damaging impact of donor conditionality. Its indicators do little to

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<sup>12</sup> Pontifical Council for Justice and Peace, *Compendium on the Social Doctrine of the Church*, 171 (2004); cf. Second Vatican Ecumenical Council, Pastoral Constitution *Guadium et Spes*, 69 (1966).

promote democratic aid relationships and do not acknowledge the important role that capacity building needs to play<sup>13</sup>.

CIDSE considers ownership integral to the notion of partnership. Partnership is a relationship into which we enter voluntarily, 'in a climate of cooperation and solidarity' in order to 'overcome ideological divisions... to seek what unites...rather than what divides...'<sup>14</sup> CIDSE agencies strive to ensure equality in our relations with partners. Acknowledging that stakeholders bring different resources into partnerships, we underline that all resources are necessary for the achievement of the common goal.

Development is not only concerned with achieving freedom from want, but seeks fulfilment and full human development; empowerment is therefore central to our approach. According to CST, necessary conditions should be present for the advancement both of the individual, and the creation of structures of participation and shared responsibility.<sup>15</sup>

#### **Critical success factors**

- Salience of funding in defining partnership relations is reduced and joint strategic goals are reinforced.
- Partner organisations gain confidence and voice.
- Impact achieved is sustained over time due to ownership of change by the target communities.

#### **Effective aid is delivered in coordination with all stakeholders**

Aid cannot be effective without coordination and cooperation between all actors in the development sector. In keeping with its intended purpose, the Paris Declaration focuses only on donor/government relations. Yet it is evident that government action alone cannot reduce poverty. In order to meaningfully promote development, both government and civil society need to recognise the roles and contributions of all actors and constructively work together.

Convinced of this, CIDSE agencies do not fund projects in a vacuum and work with the aim of promoting change not only at project level but in the political, economic and social context as well.

#### **Critical success factors**

- Documenting, sharing and learning within programmes and as organisations, engaging in networking to exploit synergies and spread experience is systematic.
- Where appropriate, CIDSE agencies run joint programmes and country offices. We strive to exploit synergies and share information, also engaging in joint advocacy and campaign actions.

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<sup>13</sup> The sole indicator on ownership focuses on 'operational development strategies', linking standards of partnership to PRSP processes, but does not include provisions to ensure that these processes are truly country owned, rather than donor dominated, let alone promote citizen participation and popular voice.

<sup>14</sup> Pontifical Council for Justice and Peace, *Compendium on the Social Doctrine of the Church*, 420, (2004).

<sup>15</sup> The preferential option for the poor calls for 'a special form of primacy' especially of those 'without hope of a better future. Pontifical Council for Justice and Peace, *Compendium on the Social Doctrine of the Church*, 406 (2004).

## **Effective aid is sustainable**

Authentic development is socially, economically and environmentally sustainable in the long-term. This entails making optimal use of available resources. Sustainable aid is cost effective and efficient. The Paris Declaration includes a commitment to increase the efficiency of official aid. However it does not include indicators for the reduction of tied aid in spite of the potential gains of untying aid. It is estimated that goods and services purchased with tied aid cost 15-30% more than comparable goods and services acquired with untied aid.<sup>16</sup> The practice of tying aid undermines the principle of ownership, slows down delivery, and takes business away from local firms. CIDSE agencies recognise this and make conscious efforts to use local expertise and internal capacity whenever possible. We are committed to supporting small local community based organisations, a practice that contributes to ensuring the long-term sustainability of intervention, and are challenged to ensure that this practice can be sustained in the context of larger co-funding sums from donors. We strive to balance transaction costs with participatory approaches.

Volatile aid flows also undermine sustainability and partner capacity to plan and implement development programmes beyond the short term. This situation does not promote transparency or efficiency and limits the capacity of stake-holders to monitor the effective use of aid. Indicator seven of the Paris Declaration calls for ODA to be more predictable. However, the 2010 target to 'halve the proportion of aid not disbursed within the fiscal year for which it was scheduled' lacks ambition and does not foresee a long-term commitment to predictability. CIDSE recognises that transformation requires long term commitment and strives to maintain sustained partnerships.

Effective aid promotes environmental sustainability. The OECD-DAC acknowledges that the Paris Declaration has relatively few references to environmental protection among other cross-cutting issues.<sup>17</sup> While positive steps have been taken, namely guides to improve Strategic Environmental Assessments, there remains a gap between intentions and practice which is not addressed by the Paris Declaration indicators. An ecological justice perspective challenges CIDSE to systematically include considerations of environmental sustainability in their programme planning cycles, funding decisions, evaluations, capacity building with partners, development education, and advocacy.

### **Critical success factors**

- A mix of intervention strategies are progressively employed to create greater and sustainable impact while ensuring low overhead costs.
- Local expertise and internal capacity are used as far as possible and promoted by ensuring that monitoring and evaluation systems are empowering while also being cost effective, and justifiable.

<sup>16</sup> OECD, World Bank et al.: *Harmonisation, Alignment and Results: Report on Progress Challenges and Opportunities* available at: <http://www1.worldbank.org/harmonization/Paris/ReviewofProgressChallengesOpportunities.pdf>.

<sup>17</sup> Concept Note for the Dublin Workshop 26-27 April 2007 Development Effectiveness in Practice - Applying the Paris Declaration to Advancing Gender Equality, Environmental Sustainability and Human Rights. OECD-DAC Working Party on Aid Effectiveness and Donor Practices. DCD/DAC/EFF(2007)1. 16 February 2007.

### **3. Recommendations**

Effective development cooperation is a fundamental goal for all actors in the development sector. Governments committed to the Paris Declaration in order to improve the efficiency of ODA but have not yet gone far enough to develop more complex and varied strategies to tackle aid effectiveness as part of broader development effectiveness. In spite of a specific focus on ODA, the agenda arising out of the Paris Declaration has consequences beyond the boundaries of government aid effectiveness and thus impacts significantly on the whole development sector with consequences for the functioning of civil society organisations. During the current process to review the Paris Declaration's implementation it is therefore critical to voice an alternative view of effectiveness.

This paper provides a framework to broaden and deepen civil society and government perspectives on aid effectiveness for holistic development. CIDSE strives to model and measure effectiveness on this framework. We hope that this paper will contribute to official and non-governmental efforts to increase aid effectiveness. CIDSE is conscious that a long journey lies ahead of all actors to ensure that aid truly contributes to holistic development. CIDSE hopes that the following recommendations can contribute constructively to this objective:

- Other principles on aid effectiveness beyond those encapsulated in the Paris Declaration exist and should be recognised.
- Impact can be demonstrated through instruments which do not necessarily fit in a predetermined framework inspired by the Paris Declaration. Governments/donors should not impose measures of effectiveness on civil society organisations that interfere with our own efforts to assess impact and/or act to reduce considerations of effectiveness to technical considerations of efficiency
- The role of civil society is independent; it is sometimes complementary but never subordinate to the government's agenda to improve aid efficiency. Appreciation of the value of civil society should not be restricted to recognition of their service-delivery roles. Efforts should be made by all development actors to seek ways to cooperate further, recognising complementarities and diversities in approaches to achieve holistic and sustainable development where they exist.
- A real commitment to democratic ownership should be demonstrated by providing space for civil society participation in the public debate in recipient countries on a more permanent basis, most notably where General Budget Support is the favoured modality of donors.<sup>18</sup>
- Donors should commit to achieve the highest standards of openness and transparency of official aid and include new targets for multi year, predictable and guaranteed disbursements of this aid. Similarly, it should include more ambitious, independently monitored and timetabled targets for the ending of tied aid and a commitment by donors with a time-table to end all donor-imposed harmful policy conditions.

These recommendations are made with the firm conviction that all actors in the development sector are committed to an aid effectiveness agenda not as an end in itself but as a means to achieving holistic and sustainable development. As much as we hope that governments will take heed of civil society views on the Paris Declaration, we are conscious that we too have an important responsibility in addressing discrepancies between our principles and practice. The process that has led up to this paper has been an important and enriching experience. It will be followed by further reflection and action in the CIDSE network to progress in our objectives and to contribute to the broader effort to ensure the effectiveness of all aid.

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<sup>18</sup> See also CIDSE-Caritas Internationalis, *PRSP as Theatre- backstage policy-making and the future of the PRSP approach*, (2004).