1.0 Introduction

1.1 The Centre for Global Development at UCC

In its Strategic Plan 2008-2012[1] University College Cork (UCC) set out its ambition to seek a global context for its activities, recognising the need for partnership among nations in facing the challenges of the twenty-first century. These include food production and distribution, health, energy supply, climate change and environmental protection, social integration, democratic governance and human rights, education and the societal impact of technological change. In summary, although the term "sustainability" does not have a precise or agreed meaning, they can be encompassed by the notion of sustainability, and *sustainable global development* may be regarded as the overall theme of the UCC response. The *Centre for Global Development* (CGD) is the vehicle for UCC's global development strategy. Launched in May 2011 by Minister of State for Trade and Development, Jan O'Sullivan TD, the CGD comprises an Assembly of over 100 members with a representative Executive Committee from the four Colleges, Central Services and the Students Union.

Many CGD members already engage in the critical study of development and related issues, and in development-oriented activities in teaching, research and capacity building, and have taken leading roles in shaping development policy, nationally and internationally. These activities take place in partnership with a range of national and international institutions and organisations, including universities, aid agencies, and UN bodies. Some CGD members have engaged in volunteering and other forms of

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[1] http://www.ucc.ie/en/strategicplanning/strategic/UCC-Strategic-Plan-2009-2012.pdf

community engagement, while others who do not yet make direct contributions to development, seek the opportunities to do so that will arise from their association through the CGD with development practitioners. A significant number of student societies at UCC are active in supporting student engagement with development issues worldwide.

For the purpose of supporting the consultation on the White Paper, the CGD convened three events with staff and postgraduate students from across UCC: (i) An open meeting for any staff and postgraduate students interested in contributing to the CGD's response, (ii) A seminar with Prof. Myles Wickstead at which staff, involved in global development-related research and teaching, had the opportunity to debate issues arising from the review of the White Paper and (iii) A public lecture by Prof. Myles Wickstead. A number of CGD members also participated in the public consultation held in Cork in early March.

In responding[2] to the White Paper, under the stated headings, we do not note all the issues raised in discussions in this submission but have focused on key points. In the allotted word count, there is little room to develop the ideas noted. However, where appropriate we have noted relevant resources and/or references to reports, media commentary and/or studies.

1.2 Universities and global development
Increasingly universities and other higher education institutions (HEIs) are recognising their potential in making a vital contribution

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[2] The following CGD members contributed to the composition of this document in terms of either collating notes from meetings and/or writing sections of the document: Dr. Paul Conway (CGD & Education), Dug Cubie (Law), Dr. Rosarii Griffin (Centre for Adult and Continuing Education), Dr. Anne Moore (Pharmacology), Dr. Jacqui O'Riordan (Applied Social Studies), Dr. Brendan O'Sullivan (Programme for Planning and Sustainable Development), Dr. Theresa Reidy (Government) and Dr. Angela Veale (Applied Psychology).

to understanding and addressing sustainable global development. Irish Aid has acknowledged the value of engaging more systematically with HEIs in order to access the wealth of expertise (critical, technical and analytical) vis-à-vis teaching and research for global development. In universities, for example 'land-grant' institutions in the USA, which have had a long-standing outreach and community links commitment at local/regional/national levels, are reframing teaching and research for global development in terms of the 'world grant ideal'[3] centred on the themes of quality, inclusiveness and connectivity. In Ireland as elsewhere, HEI's intentions to enhance their contribution to global development are increasingly reflected in centres/institutes that bring together staff across disparate academic units in order to foster the trans-disciplinary collaborations central to addressing 21st century global challenges. The White Paper and the consultation document recognise this important development and provide a context for strengthening it in the future.

2.0 Progress Made

In addressing this issue, we focus on three themes: (i) the important role the actual publication of the first White Paper in 2006 is playing in supporting debate, (ii) how we might understand the White Paper commitments in terms of Ireland's role in aid and development comparatively and (iii) some core assumptions guiding aid and development.

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[3] World Grant University Ideal: see *Embracing the World Grant Ideal: Affirming the Morrill Act for a Twenty-first-century Global Society.* The world land grant idea focuses on three themes: "Contemporary land-grant universities need to adapt their core values of *quality, inclusiveness,* and *connectivity*" (Simon, 2010). Further information is at: http://worldgrantideal.msu.edu/

2.1 The White Paper: a first, opportunity for debate

It is important to note that the opportunity to the review the White Paper on aid and development arises as a result of one being published for the first time in 2006. As such, the evaluation of progress against stated aims and priorities six years on in the form of a public consultation is itself an important milestone. Participants in the CGD-supported discussions felt the White Paper played an important in providing strategic direction for Ireland's programme of development co-operation. The outline of commitments that had been realized, or not, was useful in getting a sense of how the Irish government spends the public's money in its "programme of assistance to the poorest people in the world" (p. 2). The links to the various reports and independent evaluations, which have guided Irish Aid during the period of the White Paper, provided an opportunity to source more detailed information. Annex A also provided a useful opportunity to identify progress made along White Paper commitments. Nevertheless, more detailed information with links, as was the case with the external reports and evaluations, to specific reports on progress vis-à-vis commitments would have been a valuable addition to the White Paper consultation document. Some felt that this would have facilitated a more thorough engagement and critique of progress on commitments made in the White Paper.

2.2 Positioning Ireland's stance and contribution to aid and development

In reviewing the White Paper (2006), it is vital to see where Ireland fits into the broader structure and picture of overseas development assistance. Two recent sources in particular are helpful in this regard. They are by no means the only possible sources, but nevertheless provide a helpful means of positioning Ireland's contribution comparatively. In general, both provide external validation for Ireland's high quality Aid programme as well as

prompting some questions. First, a recent TIME magazine article (Fri 23rd March, 2012), titled *A Tale of Two Donors: Cash-Strapped Ireland Outshines Germany in Humanitarian Aid*[4], notes how Ireland outspent Germany in the area of humanitarian assistance. Based on the 2011 Humanitarian Response Index (HRI), which was compiled by the Spanish nonprofit group DARA, the article summarized the findings as follows:

> ...Ireland's official development assistance for 2010 was 0.53% of its gross national income, with 15.3% of that earmarked specifically for humanitarian purposes. That means that 0.078% of Ireland's gross national income went toward humanitarian response efforts. Germany, by comparison, spent just 0.017% of its gross national income on humanitarian efforts.

Recognising the important validation of one of the 2006 White Paper commitments provided by this comparison with Germany, it also prompts questions about how Ireland spends money, develops policies and overall prioritization on the range of other areas typically associated with development. A recent comparative study by the Centre for Global Development in Washington DC, USA based on its Commitment to Development Index[5] places Ireland slightly above average overall, top of the index in terms of donor impact on sub-Saharan Africa but Ireland is bottom of the index on the investment component[6]. With 5 as the average score, and a score range from 1-15 on the overall index and sub-scales, Ireland scored 8.6 on aid, 6.1 on trade, 3.1 investment, 4.1 on migration,

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[4]http://www.time.com/time/world/article/0,8599,2109903,00.html#ixzz1swzpfwgD

[5]http://www.cgdev.org/doc/CDI%202011/Commitment%20to%20Development%20Index%202011.pptx

[6] An interactive version of the index is available at:
http://www.guardian.co.uk/global-development/interactive/2011/nov/01/commitment-development-index-data-interactive

7.6 on environment, 5.2 on security, 4.0 on technology and 5.5 overall. In terms of the White Paper, the CDI reflects a broader range of policy areas than addressed in the Paper, and points to the wide scope of 'development', as well as highlighting the need for a whole government approach in order to clarify goals, prioritize initiatives and optimize outcomes. The CDI, for example, identifies Trade and Investment as areas in which Ireland can enhance its commitment to development. As such, given these have already been identified in both the White Paper, as well as the recent Africa strategy, as important issues there appears to be scope for considerable progress in both these areas.

2.3 Assumptions guiding aid and development

Judgments about aims and progress in global development are increasingly made within a 'master narrative' of neo-liberalism with its emphasis on choice, competition and privatization (e.g. exemplified in moves toward widespread deregulation and minimizing the role of the state worldwide). Significantly, this is underpinned by the assumption that in all, or almost all, circumstances fostering market-place type competition provides the optimal context for maximizing outcomes (i.e. economic outcomes, in particular, but also social, health, educational...etc.). As such, development-focused polices, initiatives and their evaluation, across all sectors, are increasingly underpinned by neo-liberal assumptions. Significantly, in CGD discussions of the White Paper, the power and broad reach of the neo-liberal approach was viewed as the backdrop to most development policies, and there was a call for a more critical debate focused on the development of alternatives to the neo-liberal model. However, while there was contestation of this among those involved in discussing this issue, in responding to the review, there was general agreement that the tenets of neo-liberal

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approaches and their typically detrimental impact on development needs to be addressed nationally and internationally (e.g. in terms of how Ireland projects both its vision of its own development, that of developing of countries and in its relations with significant trans-national agencies such as the IMF and World Bank).

3.0 Changing Context

The merits of Irish Aid aims and approaches need to be re-examined in the light of the current recession. There was strong agreement about the value and high quality work undertaken by Irish Aid, the issues where raised, focused on how it meets its expressed aims and objectives. Despite the changed economic environment nationally, along with wider debates about social, political and economic aims, discussions about the White Paper noted the increasing validity of 'global public goods' as central to understanding the changing context of development. For example, Mary Robinson's recent public lecture[7] (on 18th Jan 2012) in UCC on the theme of 'Climate justice Post-Durban'[8] helped to crystallize the importance of 'global public goods' in a very real way concurrent with CGD members discussing the White Paper review.

3.1 Heightened awareness of 'global public goods'

Some of the key issues identified in the Irish Aid White Paper fall into the category of global public goods. Many of these goods would once have been identified as national public goods but they have taken on an international character. Global public goods have become a core concern of the international development literature[9].

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[7] http://www.mrfcj.org/news/2012/climate-justice-post-durban.html

[8] Full text available at: http://www.ucc.ie/en/spotlight/bodytext-145014-en.html

[9] Stiglitz, J. (1999) Stein 'Knowledge as a Global Public Good' in I. Kaul, I. Grunberg and M.A. in *Global Public Goods*. Oxford: Oxford University Press.

The concept of a global public good was first given by consideration by Joseph Stiglitz in the mid 1990s. The list of global public goods includes provision of information and knowledge, climate and the environment, and disease surveillance and eradication. A global public good is one, which can, and often is, consumed by all. Indeed, this is where the essential difficulty arises in relation to public goods, how should they be provided. In accepting the need to provide global public goods, the next steps required are to discuss the need for, and the organisation of, global collective action in the provision of global public goods.

Global public goods present an enormous challenge in that international co-operation and action are key to addressing the challenges of provision, which they pose. Governments, international aid agencies and international organisations must act together to meet these challenges. As a consequence, innovative modes of service delivery are becoming more common and these include global public private partnerships. Global public private partnerships are designed to meet ambitious goals. These partnerships usually contain partners drawn from government, international business and civil society. The partnerships may be involved in provision of goods and services. Furthermore, the partnerships may be motivated by profit or may be not-for-profit. In drawing up its plans, Irish Aid should give consideration to how it can participate and shape developments in relation to the provision of global public goods and how it can seek out and become an effective partner in global public private partnerships.

Kaul, I. and Conceicao, P., (eds) (2005) *The New Public Finance, Responding to Global Challenge.*

4.0 Key issues

CGD members thought the areas identified in the consultation document were broad ranging, important and inevitably call for prioritization in terms of policy. A number of points were noted as important and Irish Aid should consider these in setting its priorities. The following were noted: (i) food and hunger, (ii) health: child health, vaccine access and neglected diseases, (iii) youth and globalization, (iv) urbanisation and poverty, (v) disaster risk reduction and (vi) climate justice.

4.1 Building on progress around hunger and food

Given the significant progress made on hunger and food issues (e.g. Hunger Task Force and Ireland's significant leadership role in this area internationally), since the 2006 White Paper, it is important to build on these in the coming years.

4.2 Health priorities: child health, vaccine access and neglected diseases

4.2.1 Child health; vaccines

Currently, Irish Aid groups "HIV/AIDS health and education" together in a title of "Responding to Basic Needs". The focus should be broadened to other key public health issues, such as preventable infectious diseases and neglected tropical diseases. According to the UN's Millennium Development Goals Report (2010) 43% of all deaths in children <5 years old were due to 4 diseases; pneumonia, diarrhea, malaria and AIDS. Most of these diseases are entirely preventable through immunization and low cost public health and intervention measures such as antibiotics, anti-malarials, oral rehydration and the proper use of insecticide-treated mosquito nets. The need to refocus attention on pneumonia and diarrhea (2 of the 3 leading killers of children) is urgent; vaccine technologies are

available against both of these diseases. Vaccines are one of the most successful and cost-effective health interventions in history; the eradication of smallpox and elimination of polio being the biggest successes. Vaccines remove a major barrier to human development by removing morbidity, mortality and allowing healthy people to stay healthy. Immunised children have higher cognitive abilities and are more likely to attend school and go on to be productive. By reducing illness and long-term disability, vaccines also generate savings for health systems and families. However, significant logistic issues are adding unsustainable costs to immunisation programmes. The requirement for high levels of healthcare worker training, cold chain storage, hazardous, sharps waste disposal in addition to vaccine wastage must be addressed if immunization efforts of are to reach their potential.

4.2.2 Access to healthcare

Although the latest epidemiological data indicate that, globally, the spread of HIV appears to have peaked in 1996 and AIDS-related mortality peaked in 2004, the rate of new HIV infections continues to outpace the expansion of treatment. This significantly highlights the need to intensify both HIV prevention as well as treatment strategies. Only 42% of HIV-infected people in low- and middle-income countries have access to necessary medications. Similar statistics are seen with preventive public health measures and medicines for many other diseases, such as malaria, TB etc. This highlights the significant barriers that still exist for adequate access to vaccines, medicines and to healthcare systems. Irish Aid should focus on removing the financial and logistic barriers that exist that are preventing access to healthcare and should invest in research and technologies that address this public health problem. Partnering with existing organisations, such as national exchequer funding bodies for research, the EU or with global organsiations and

capacity building in the healthcare arena could have a significant impact for Irish efforts to tackle these issues.

4.2.3 Neglected tropical diseases

The neglected tropical diseases (NTDs) represent a group of parasitic and related infectious diseases such as schistosomiasis, soil-transmitted helminthes, leishmaniasis, Chagas disease, visceral leishmaniasis and river blindness (onchocerciasis). Together, these conditions are considered the most common infections in low- and middle-income countries, where they produce a level of global disability and human suffering equivalent to HIV and malaria. Approximately one billion adults and children are infected with hookworms and/or schistosomiasis in developing countries. These two parasites are responsible for more disability adjusted life years (DALY) lost than most other neglected tropical diseases (NTDs), and together, are second only to malaria. Until recently, in the absence of financial incentives for new products, the multinational pharmaceutical companies did not embark on research and development programs for drugs or vaccines to neglected tropical disease. However, there has been a dramatic shift in tackling NTD recently. The London Declaration on Neglected Tropical Diseases in January 2012 has brought together public private partners, specifically major pharmaceutical companies with donors, NGOs, the WHO and endemic countries to address the problems of drug access and supply and, significantly, to advance research and development (R&D) of new treatments through partnerships and collaborations and by increasing the provision of funding and technical resources to across the public and private sectors. All of the pharmaceutical endorsers of this Declaration have significant footprints in Ireland. Irish Aid should be aware of these new approaches in NTD, they

should engage with the Irish pharmaceutical sector and they support academic and commercial R&D into NTDs.

4.3 Youth and globalisation

The issues facing youth is a theme that is presently overlooked in the White Paper. Rapid population growth means that youths under the age of 25 now make up 50-65% of the population in many parts of the world including the Middle East, Africa. This places huge pressure on educational services. In urban areas, for those that are fortunate to be school completers, they frequently face low employment opportunities and feel they are over-educated for the low level or informal economy work that may have been done by their parents. So parents do not see a return for their investment in education and there is a general sense of frustration. In conflict contexts, youth are an available recruitment pool so where attention has focused on youth, it has been in the context of security, particularly concerns re. radicalisation. There is now growing evidence to consider 'youth' (up to age 24; Lancet special edition, April 2012) as a vulnerable developmental period, the vulnerability of which is enhanced by socio-cultural change which is rapidly dismantling traditional developmental transitional paths from childhood to adulthood and frame the issues they face in a development vs. security/problematizing orientation. In conflict and post-conflict societies in Africa, there has also been a rapid increase in 'child mothers' and this feels threatening – yet is part of a similar pattern of instability for girls of few employment opportunities and a rejection or breakdown of social pressures for families to form around babies/children. The wellbeing of this age demographic is tied up with overall societal productivity and stability and thus merits being recognised as a core issue to address.

4.4 The urbanisation of poverty: need for a spatial planning response within development aid programmes

This is a crucial issue on a global level because, often, it is in the rapidly expanding cities of the global south and their rural hinterlands that the cross-sectoral, interdependent and spatial nature of the sustainable development challenge is most acutely felt. The success or failure of sectoral development initiatives (education, rural infrastructure, health etc.) will be manifest one way or another in urban settings not just in the human stories (concerning migration, shelter, job-seeking, basic needs) but also terms of how entire city-regions and states address their most enduring sustainability problems: rapid urbanisation, land and development rights, food security, economic development, transportation and energy, rural-urban migration, the emergence of civil society, and the management or resources such as water and clean air.

Given that issues of fragility, climate change, governance, and public engagement are cornerstones of the Irish Aid approach it is important to recognise that, over time, different metropolitan areas, regions and localities deal with questions of land use, resource management, settlement patterns and housing in very different ways depending on their geographical and political contexts and on their institutional capacity and skills in urban and regional planning. When properly addressed, the systems and processes of spatial planning provide important integrative frameworks for the delivery of those sectoral initiatives (e.g. health, education, environmental or community development ones) that have significance in particular places.

Government and civil society organisations need to develop their expertise and capacity for working at this scale especially as the

pace and extent of urbanisation is now particularly acute in all global regions. For further discussion on this issue, please see the separate submission by the UCC Programme in Planning and Sustainable Development to the White Paper consultation process.

4.5 Disaster risk reduction and humanitarian response

With the increasing threat of meteorological disasters resulting from climate change and the changed patterns of habitation (e.g. increasing numbers of people living in high density on flood plains etc), the area of disaster risk reduction should be prioritised by Irish Aid as preventative measures are vastly less costly than response after a disaster has occurred. Irish Aid already has a good record on this with the requirement of instituting Disaster Risk Reduction (DRR) strategies for Irish Aid partners under the Multi-Annual Programme Funding. However, I think that it is important that DRR and responses to changing humanitarian[10] threats continues to be highlighted by Irish Aid.

4.6 Climate justice: an emerging priority

There was strong commitment to the idea of putting more emphasis on climate change and climate justice issues in the coming years. CGD members consider this one of the major ways in which HEIs in Ireland can make a significant contribution drawing on a range of expertise across the sciences and social sciences. For many researchers, this may involve a welcome and generative extension of research being undertaken in local and regional contexts, within

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[10] Oxfam recently published a report (*Crisis in a New World Order: Challenging the Humanitarian Project, 2012*) on the changing humanitarian context with recommendations for donor countries and international NGOs. See: http://www.oxfamireland.org/blog/2012/02/07/humanitarian-response-system-needs-more-resources-to-cope/

Ireland and Europe, to consideration of similar issues in developing country contexts. The establishment of the Mary Robinson Foundation for Climate Justice (MRFCJ) in Dublin provides an important convening context for mobilizing and optimizing Ireland's contribution to this key global challenge.

5.0 Ways of Working

Discussions of 'ways of working' focused on a number of themes: (i) the importance of a human rights and pro-poor stance, (ii) communication about development to the public, (iii) the role of science and technology and (iv) a whole government approach.

5.1 Starting points: Pro-poor and human rights

There was general agreement about the importance of putting greater emphasis on a pro-poor and human rights based approach to development. For example, the White Paper typically stressed 'needs' rather than taking a more explicit human rights stance as a starting point. There was also general consensus that development policy also needs to adopt a stronger pro-poor stance in framing how public and/or public private partnerships can enhance the lives of the poorest people on the planet. For example, despite the current 'progress in development' in both India and China, with more people becoming prosperous, there are, however, also growing inequalities. As one CGD member noted, this is often characterized as the 'rising boat' vs. 'growing inequalities' dynamic. Consequently, polices need to focus on those left out or marginalized with a particular focus on gender mainstreaming of policies and initiatives.

5.2 Communication about development: role of development education

While not primarily focused on 'giving' in terms of international development, Charities Aid Foundation 2001 report[11] on 'giving' provides a strong endorsement of the tradition of 'giving' in Ireland. Reflective of the openness to giving, defined as giving money, volunteering or helping a stranger in the World Giving Index 2011, Ireland was ranked second in a representative sample survey of 150,000 people in 153 countries undertaken by Charities Aid Foundation (2011). In the case of Ireland, while 'giving money' had, understandably declined in the 2011 survey results, volunteering and helping a stranger had risen. This report and overall ranking of Ireland is valuable in setting a national context for considering how Irish Aid might best engage more deeply with people[12] (e.g. development education initiatives in the formal and informal sectors), vis-à-vis overseas aid as a form of 'giving'. A sustained commitment to and mature understanding of development issues demands a lot more than a focus on giving, but the overall societal openness to giving is, nevertheless, a valuable springboard in enhancing public awareness of and commitment to global development.

5.3 Science, technology and development

Enhanced appreciation of the possibilities of science to contribute to global development issues is one the notable features of, for

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[11] https://www.cafonline.org/publications/2011-publications/world-giving-index-2011.aspx

[12] See for example: *European Union (2012), Development Assistance Committee (DAC) Peer Review: Main Findings and Recommendations*, http://www.oecd.org/document/50/0,3746,en_2649_34603_50149170_1_1_1_1_00.html

example, the focus over the last number of years on how HEIs, individually and collectively, can play a greater role in development. For example, in discussions informing this submission, the potential of mobile phone technology as a lever for development was emphasized. Ireland's potential to contribute significantly in this regard focused, in particular, on research about mobile technologies to support changing practices in agriculture and health. As noted earlier, there is significant scope for scientists in Ireland involved in, for example, environmental research, across a range of areas, to make valuable contributions to climate change mitigation and adaptation strategies.

5.4 Enhanced whole government approach

The aforementioned Commitment to Development Index (CDI) provides a useful context for considering government development policy. For example, given the relatively low score on trade policy, does Irish Aid, like it could be argued some/much development assistance worldwide, end up being a 'sticking plaster', to mediate the contradictions between different positions adopted by Ireland's government vis-à-vis working with its priority and other developing countries? For example, as noted in the CDI, in the case of Ireland, policies related to intellectual property (a sub-component of 'trade' in the CDI) need to be addressed in order to enhance Ireland's overall commitment to development. Finally, the Ireland-Africa strategy (*Africa: Our Partnership with a Changing Continent*, 2011), as a cross-departmental government document, provides an important new context for considering Ireland's engagement with Africa.

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