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Organisation de Coopération et de Développement Economiques
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DEVELOPMENT CO-OPERATION DIRECTORATE
Development Assistance Committee

Working Party on Aid Effectiveness

DRAFT SUMMARY OF THE 10TH MEETING

held on 28-29 November 2007

This document is submitted for APPROVAL at the next meeting on 2-3 April 2008

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DAC WORKING PARTY ON AID EFFECTIVENESS

DRAFT SUMMARY OF THE 10th MEETING

HELD ON 28-29 NOVEMBER 2007

OECD, PARIS

I. ADOPTION OF THE AGENDA AND SUMMARY OF THE LAST MEETING

1. The Chair, Jan Cedergren, set out the context and objectives of the meeting. The agenda and the summary of the 9th meeting were approved.

II. ACCRA HLF-3: THE ROAD TO ACCRA

2. The session opened with an overview of the Accra High Level Forum (HLF-3) proposed format, expected substantive inputs and logistical aspects presented by the *Core Group*¹, and an update on the launch of the 2008 Monitoring Survey by the Chair of the *Joint Venture on Monitoring the Paris Declaration (JV-MPD)*.

3. In response to Members' questions on the **2008 Monitoring Survey** particularly with regard to the tight timing, reliability of data and refinement of technical guidance, it was clarified that the JV-MPD had proposed ways to address all relevant issues. In addition, UNDP will organise a series of orientation workshops in January to support national co-ordinators and donor focal points in order to strengthen capacities and provide space for peer-learning in support of the 2008 Survey.

4. Members engaged in a discussion aimed at clarifying the **HLF-3 purpose**. While it was clear from the documentation that a significant part of HLF-3 will be to take stock of implementation, a larger objective is to identify "blockages" and reach agreement on taking well defined policy actions to further progress. In this connection, Members emphasised the need to **maintain a clear focus on the underlying political issues** and start identifying key political messages. This political dimension was deemed essential to: (i) attract the interest of Ministers by clearly addressing issues that have political resonance; (ii) give high-level impetus to the aid effectiveness agenda; and (iii) pave the way beyond Accra for bolder policy and behaviour change keeping in sight the 2010 targets.

5. As ways of capturing political attention, Members emphasized the following points:

- Many key issues that appear as technical and often are labeled in bureaucratic jargon are in fact quite political requiring decision-making at the highest level (e.g. predictability, aid on budget, complementarity, incentives, technical assistance reform). The challenge is one of **communication** –drawing out the political implications of required changes for politicians, parliaments and public opinion and making the links with development effectiveness and results.
- The HLF-3 preparations and outcome should be linked to **related international events** in 2008 including the G8, ECOSOC and the Doha conference on development financing in order to raise the visibility of aid effectiveness as an integral part of global efforts to achieve the MDGs and reduce poverty.
- The HLF-3 must be very **focused and concrete**. Streamlining the issues is necessary to let political messages and actionable commitments emerge and stand out.

In an effort to set priorities, Members started identifying a number of **key issues of higher relevance for Accra**. These were subsequently reflected in the following list drawn up by the Core Group and interested partner countries and presented for further discussion.

¹ The HLF-3 Core Group includes the WP-EFF Chair, Vice Chairs (Ghana, World Bank) and the OECD Secretariat

Issues that the Accra HLF-3 should address (Partner Countries)	
<ul style="list-style-type: none"> • Untying • Predictability • Division of labour 	<ul style="list-style-type: none"> • Incentives • Conditionality • Capacity development
Other important themes	
<ul style="list-style-type: none"> • Evolving aid architecture <ul style="list-style-type: none"> - Vertical funds - 'Non-DAC' donors • Cross-cutting issues • 5 pillars of the Paris Declaration 	<ul style="list-style-type: none"> • Civil society • Fragility and conflicts • Communication, making aid effectiveness politically important • Development impact

6. The Chair concluded that these topics of particular concern to partner countries should make their way to Accra in various possible ways. It was agreed that this list would help re-focus the Accra event and guide further discussion on the workstreams, Roundtables and the Accra Action Agenda.

III. ACCRA HLF-3: WORKSTREAMS AND KEY INPUTS

7. Members shared (i) general comments on the Compendium of expected inputs for the Accra HLF and (ii) made specific suggestions on the individual workstreams as follows:

a) General comments on the Compendium

8. Members welcomed the Compendium, the wealth of information and the significant work underway in the various workstreams that could potentially feed into Accra. The challenge will be to **prioritise the issues** which are on different planes and of uneven political relevance. The Chair underscored that some issues would be used in parts of the Accra event (Roundtables, Ministerial, Marketplace) and others may not feature explicitly but work would continue to advance the aid effectiveness agenda and could be reflected in the HLF-3 Progress Report and the Marketplace.

9. A major concern was that most of the workstreams were conducted with limited **involvement of partner countries**. The Chair, therefore invited partners and donors -- through their local representatives -- to bring forward examples of country level action and local studies that could be used together with the Compendium as major sources to prepare for Accra. It was emphasised that broad **ownership** should not only be a central theme in Accra but it should also underpin the whole preparatory process. In this regard, K.Y. Amoako will work closely with the Government of Ghana to help shape consensus among partner countries and facilitate a solid outcome in Accra.

b) Specific comments on the workstreams

10. In addition, Members offered specific suggestions regarding individual workstreams:

- ⇒ **Capacity development.** It was agreed that capacity development (CD) should be a basic underlying theme at Accra. The DAC is setting a horizontal learning process to bring together work on capacity development which will generate a consolidated input for Accra. Key issues will be discussed at a workshop in spring 2008 with a report available by June. This process will take a broad look at country systems, involve partner countries and include various types of capacity development and aid modalities. It will build on on-going work including the multi-donor study on technical co-operation led by Japan, experiences with South-South co-operation and the work of Paris 21.
- ⇒ **Division of labour.** The proliferation and fragmentation of donors is becoming more acute with the scaling up of aid, raising transaction costs, weakening ownership and limiting alignment in spite of the renewed focus on aid effectiveness. There is need for faster progress on complementarity building on the EU code of conduct which sets politically ambitious principles but also quite pragmatic and simple actions. Germany is ready to facilitate a process of dialogue

involving Partners and Donors beyond the EU and beyond the DAC to start building consensus towards Accra. It was emphasized that Partners must seize the opportunity of taking leadership on this issue and donors need to take into account the diversity of partner country situations and perceptions that it may lead to reductions in aid volume.

- ⇒ **Incentives.** Many agreed that working hard on getting management and staff around incentives would go a long way to step up implementation of the Paris Declaration. The question is how far the political level is ready to engage in setting the right objectives for policy and behaviour change. For partner countries, this is a priority particularly to reduce the disconnect between Headquarters and field practice. Further work should build on the draft guidance prepared by the UK and WB and the JV- Results.
- ⇒ **Aid untying.** The issue is very important to partner countries who wish to give it prominence on the Accra agenda. The challenge for DAC is to review what can actually be done. Some issues need to be unblocked at a political level. It may be possible to move forward in the context of opening up for local and regional procurement.
- ⇒ **Procurement.** It was confirmed that baseline data would be available for the monitoring indicator '2b' by the end of March 2008 and that the JV-Procurement would provide qualitative analysis for the overview and the individual country chapters of the Monitoring Survey.
- ⇒ **Aid architecture.** The aid landscape is rapidly changing with the growing influence of global programmes, 'Non-DAC' ODA providers, and CSOs. While the challenges of this evolving aid architecture are discussed in many fora, many argued that this political issue should permeate the HLF. It would be useful for instance to look at the political decisions of creating and financing vertical funds at the institutional/global level in addition to the need for better integration at country level. Special efforts should also be made to involve 'non-DAC' donors in the dialogue processes leading to Accra with support from the new working group co-led by Japan and Russia.
- ⇒ **Cross-cutting issues.** It was emphasised that gender equality, human rights and environment are fundamental to achieving good development results and that attention to these cross-cutting issues is necessary for aid effectiveness. Most Members felt that these cross-cutting issues could serve to illustrate aspects of aid effectiveness by being integrated in the Roundtables rather than being the subject of a separate discussion although some argued for also having a separate Roundtable. Inputs would need to be linked to aid efficiency.
- ⇒ **Evaluation.** The participatory evaluation involving 9 partner countries will be an important source for stock-taking.

IV. ACCRA-HLF 3: FOCUS AND OUTCOME

11. The Chair opened the second day of the meeting with a tribute to Richard Manning, the soon departing DAC Chair, for his outstanding and decisive role in the development and outcome of the *Paris Declaration*. Based on the discussion of the workstreams and priority topics, he invited comments on the Roundtables.

a) Roundtables

12. Members supported the overarching themes of the proposed Roundtables² (RT) and provided the following amendments and **guidance on contents**:

² See *Roundtables: Proposed contents and processes [DCD/DAC/EFF(2007)41]*

- ⇒ **Roundtable 1 - Ownership – Country ownership, capacities and leadership.** Ownership drew strong consensus as a theme permeating the whole event. The AG-CS emphasised the notion of democratic ownership enriching the Paris Declaration to make it more inclusive. In this context, it was also requested to look at how ownership by local government and civil society is harnessed; and to include aid conditionality in this roundtable.
- ⇒ **Roundtable 2 - Alignment – Use of strengthened country systems.** Some Members called for an explicit focus on capacity development, others to concentrate on the ‘use’ rather than the ‘quality’ of country systems in order to help remove political blockage. It was also suggested that predictability be included here (rather than in RT3) drawing on examples such as the long term MDG contract by the EU; and to integrate aid on budget and aid untying as other possible sub-items.
- ⇒ **Roundtable 3 - Harmonisation – Rationalising donor practices in country.** Division of labour could be addressed in this RT although it could also fit under RT 1 or RT 2 with some members positing the merits of treating the issue with a RT of its own. The RT could also address the transaction costs of harmonisation for donors.
- ⇒ **Roundtable 4 - Managing for development results and mutual accountability.** It was decided that this RT would be split with one RT focusing on results and the other on mutual accountability (*see Roundtable 8*) in order to allow enough time to address both issues in more depth. Some suggested that the RT on results should amplify development impact and help bridge aid effectiveness with development effectiveness. A few argued further for a specific RT on development impact featuring results and cross-cutting issues. It was also suggested that RT 4 build on Results-Resources-Partnership arrangements.
- ⇒ **Roundtable 5 - Civil society and aid effectiveness.** This should focus on the role that CSOs can play in advancing aid effectiveness and also include issues such as creating an enabling environment. As a multi-stakeholder initiative partner countries would need to be more involved in preparations and representatives of the private sector invited to join.
- ⇒ **Roundtable 6 - Health as a tracer sector.** There was support for this RT provided that it would be tightly focused on aid effectiveness rather than cover the broader determinants of health. Members asked that other sectors such as education and infrastructure be reviewed as well to draw more general lessons as part of this Roundtable re-focused on applying the Paris Declaration at sector level. Some members suggested that the integration of global programmes might also be included given their prominence in the health sector and as a possible entry point to touch on aid architecture issues particularly well illustrated in the health sector.
- ⇒ **Roundtable 7 - Aid effectiveness in situations of fragility and conflict.** There was strong support for devoting a RT to fragile states and reviewing how to strengthen application/adaptation of the Paris Declaration in situations of difficult partnerships.
- ⇒ **Roundtable 8 - Mutual accountability.** In view of the decision made to split RT 4, this RT (left open before the meeting) would be assigned to deal with mutual accountability. It was suggested that this RT focus not only on mutual accountability but also on domestic accountability in both partner and donor countries.
- ⇒ **Roundtable 9 - Open slot.** Several members agreed to keep one RT open for what may come out of the regional consultations and other processes leading up to Accra. At the same time there was need for creating space to discuss the changing aid architecture (including global programmes and “non DAC” providers of development assistance) as well as issues that were singled out as deserving top consideration such as division of labour, predictability, conditionality, untying, and incentives. These would have to be taken up as prominent topics under the RTs or in the HLF-3

Ministerial segment subject to further discussion in the Steering Committee and among the RT Co-Chairs.

13. **It was further agreed that:**

- There was need to further sharpen the scope of the RTs and make the titles more appealing to Ministers.
- Aid effectiveness should be a key criterion and the guiding principle in selecting and streamlining the issues under each RT.
- It was important to look across the RTs and ensure that key topics are adequately reflected including specific challenges and contributions to unblocking policy constraints.
- A number of issues should underpin the RTs (e.g. ownership, capacity development, integration of cross-cutting issues, role of CSOs).
- The RTs should draw on case studies from the field (e.g. Communities of Practice and Sourcebook on managing for development results).

14. It will be the **responsibility of the RT Co-Chairs** to ensure that the above elements are taken into account when drawing up the Terms of Reference for each RT and steering preparations. The Secretariat will prepare a generic template to guide the process by the end of December. Partner countries agreed that Ghana would co-ordinate their proposals for partner country Co-Chairs to be submitted by the third week of January while donors would put forward their offers of Co-Chairs by 20 December.

15. The following Members volunteered to **contribute work** in specific areas:

- *Japan*: capacity development; infrastructure; changing aid architecture.
- *European Commission*: division of labour; predictability.
- *African Development Bank, Australia, France*: fragile states.
- *Switzerland*: health “tracer”.
- *United Kingdom, Asian Development Bank* ready to provide support as appropriate
- *AG-CSO* ready to assume role in the RT on civil society and help integrate CSO perspectives in other RTs.

16. The Chair recalled that a letter was sent out in November requesting **volunteers for the marketplace** to help develop the concept and manage the organisation.

b) Accra Action Agenda

17. Members suggested a number of **criteria** to be applied in shaping the Accra Action Agenda (AAA). The document should be short, focused and realistic with actionable commitments. In particular, it should set priority actions to remove key bottlenecks in implementation, actions with high impact, balanced commitments for donors and partners and joint actions that enhance the quality of partnerships.

18. It should build on **inputs** coming from the Monitoring Surveys, the workstreams, field experience and a broad-based dialogue in international fora. There would be many **opportunities to build consensus** along the way: in the pre-HLF regional consultations, New Partnership for African Development (NEPAD), African Partnership Forum, Asean, WB/IMF Development Committee, annual meetings of the regional development banks and DAC Senior and High Level meetings.

19. The **timing** will be critical to benefit from this broad consultation process: a first AAA working draft would be ready by March 2008 (allowing review at the April WP-EFF meeting), a fuller draft by June (in time for the July WP-EFF meeting) and the final document will be discussed, adjusted and agreed at the Accra HLF-3.

V. ACCRA HLF-3: CONSULTATION PROCESS

a) Regional preparatory events

20. Multilateral organisations shared plans on regional events in preparation for Accra.

- *The African Development Bank* proposes to co-ordinate one large regional event for all African countries by the end of March-early April 2008 in an African bilingual country after the Monitoring Survey in partnership with other interested organisations and in close consultation with Ghana.
- *The Asian Development Bank* will be sounding out partner countries in the region and subject to their views is prepared to encourage and support a series of sub-regional events (Greater Mekong, Central Asia, Pacific, South Asia) in April-May.
- *The Inter-American Development Bank* is leaning towards small consultations in the 2nd quarter 2008 involving also emerging donors in the region.

21. These regional events should provide a platform for partner countries to express their views, share experience and build consensus on the AAA. They will be informed by available material including the outcome of in-country dialogue around the Monitoring Survey, a first draft of the AAA and a preliminary HLF-3 Progress Report.

b) Consultation with civil society organisations

22. The Chair of the Advisory Group on Civil Society and Aid effectiveness reported on the CSO regional consultations and on plans to prepare good practice papers and inputs to Accra. He invited all Working Party Members to participate in the International Forum in Canada on 3-6 February 2008. Member were also informed that the Steering Committee and the AG-CSO had agreed that CSO representatives would account for about 10% of HLF Participants and that travel costs for half of them would be covered under the HLF budget. Some members underscored the importance of broad participation by partner country CSOs as well as diversity in the selection of CSOs including for example women's organisations.

c) Communication and outreach

23. Members welcomed the **communications strategy** paper³ and recommended working closely with the group of development information officers in aid agencies in taking it forward. They called for the strategy to be tightened up and for including the media. The Chair reiterated the **request for volunteers** to join the Communications Co-ordinating Committee.

24. As part of outreach efforts, the Chair reported on the WP-EFF **special session with 'Non-DAC' providers of development assistance** held on 27 November. It provided an opportunity to hear views on aid effectiveness from countries that have been less involved so far, ranging from long-standing regional donors and institutions, emerging economies, small –scale donors and countries that are both recipients and donors. A working group including Russia and Japan was established as an outcome of the meeting to articulate views and proposals for the Accra HLF taking into account knowledge and experiences from 'Non-DAC donors'.

VI. ACCRA HLF-3: BUDGET

25. Several Members announced pledges to support one or several of the three budget requests as follows. The Chair encouraged Members to submit further written pledges in the coming weeks.

³ Included in the Background Information on the Accra HLF-3 [DCD/DAC/EFF(2007)43]

WP-EFF updated Work Plan - DAC	Accra HLF-3 Event
France: €100,000	Austria: €100,000
Ireland: €100,000	Greece: \$100,000
Norway : €50,000	Ireland: \$100,000
United States: \$200,000	Italy: €150,000
	Norway: €125,000*
	Spain: 100,000
	United Kingdom: £100,000
Sweden: € 330,000	
Replenishment of the UNDP fund for WP-EFF partner country participation	
Denmark, Italy, Japan, Norway and other pledges under consideration	

* Includes allocation for UNDP fund (amount to be determined)

26. The updated WP-EFF Work Plan showing new and expanded activities in preparation for Accra was approved [DCD/DAC/EFF(2007)45].

VII. CONCLUSIONS AND NEXT STEPS

27. In his conclusions, the Chair indicated that the next meeting was scheduled for 2-3 April 2008 with a back-to-back session to continue the dialogue with CSOs. He recalled that at the next meeting:

- Workstream co-ordinators will be expected to come up with emerging key messages for Accra.
- RT Co-Chairs will present the outline of the Roundtables.

28. The following documents will also be available for review and discussion:

- A first feedback on the Monitoring Survey
- A preliminary draft of the HLF-3 Progress Report
- A first draft of peer review findings
- A first draft of the Accra Action Agenda

29. The HLF-3 Steering Committee would meet the next day to review Accra preparations in the light of guidance provided by the Working Party. The Chair would also carry the messages specifically relevant to donors through a letter to the DAC and by his participation in the DAC Senior Level Meeting on 12 December.

DAC WORKING PARTY ON AID EFFECTIVENESS**FINAL LIST OF DOCUMENTS****FOR THE 10th MEETING: 28-29 NOVEMBER 2007****ANNEX 1****DOCUMENTS FOR APPROVAL/ACTION**

- Draft Annotated Agenda of the 10th Meeting DCD/DAC/EFF/A(2007)10
- Draft Summary of the WP-EFF 9th Meeting, 8-9 March 2007 DCD/DAC/EFF/M(2007)3/PROV
- Replenishment of the UNDP fund for partner country participation in WP-EFF and JV Meetings DCD/DAC/EFF(2007)40
- HLF3- Budget and Request for voluntary contributions DCD/DAC/EFF(2007)39
- Updated WP-EFF Work Plan (2006-2008) DCD/DAC/EFF(2007)45

DOCUMENTS FOR DISCUSSION

- Compendium of expected inputs for the Accra HLF-3 DCD/DAC/EFF(2007)42
- Roadmap to Accra: An Overview DCD/DAC/(2007)54/REV1
- Roundtables : Proposed content and processes DCD/DAC/EFF(2007)41
- Mid-Term report of the Advisory Group on Civil Society and Aid Effectiveness DCD/DAC/EFF(2007)44

BACKGROUND DOCUMENTS

- Background information on the Accra HLF– For Information/Discussion DCD/DAC/EFF(2007)43
- Inviting contributions to the Accra HLF on Aid Effectiveness
Letter from the WP-EFF Chair DCD/DAC/EFF(2007)38
- Agenda and Issues Paper for the special session with Non-DAC providers of development assistance DCD/DAC/EFF/A(2007)11
- Updated calendar of WP-EFF related meetings – 2007 and 2008 DCD/DAC/EFF(2007)13/REV2
- Summary of steering committee 24 September 2007 DCD/DAC/EFF/M(2007)10/PROV
- Additional Voluntary Contributions for the 2007-2008 Programme of Work and Budget - Letter from the Director, DCD DCD/DIR(2007)17
- Medium Term Monitoring Framework DCD/DAC/EFF(2006)20/REV4
- Arrangements for managing the 2008 Survey DCD/DAC/EFF(2007)34/REV1
- WP-EFF activities and HLF-3 – Consolidated budget 2007-2008 Room Document No 1

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