



DEVELOPMENT CO-OPERATION DIRECTORATE
DEVELOPMENT ASSISTANCE COMMITTEE

DCD/DAC/M(2007)5/FINAL
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SUMMARY RECORD OF THE 45TH HIGH LEVEL MEETING

held on 3-4 April 2007 at the Château de la Muette, Paris

This Summary Record was APPROVED at the DAC meeting on 19 June 2007. on the following agenda.

Agenda items were:

- Migration and Development and the Role of Development Actors: Political Challenges and Innovative Approaches (Dinner Discussion)*
- I. Approval of the Agenda*
- II. Governance, State Fragility and Corruption
Aid Architecture: UN Reform - Implications for Bilateral Donors (Lunch Discussion)*
- III. Political Challenges of the Paris Declaration Agenda*
- IV. ODA Eligibility of Security Related Tasks*
- V. Procedure for the Selection of the Chair*
- VI. Other Business: Aid Untying*

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Dinner for Heads of Delegation

Welcome Address by the Secretary-General

1. In welcoming Ministers and Heads of Agencies to the 2007 DAC High Level Meeting (HLM), the Secretary-General stressed that the OECD is being challenged as an important part of the international architecture to ensure that the global economy functions for all. China and India, together with other emerging economies, will be making their weight felt in many areas of global decision-making and should thus join the rules- and dialogue-based international economic system. The Secretary-General had appreciated being invited by the German Presidency to participate a few days earlier in a path breaking dialogue of the G8 Development Ministers with Brazil, China, India, Mexico and South Africa. The OECD continues to extend its outreach efforts using soft law, peer reviews, best practice tools and working methods, including the Paris Declaration on Aid Effectiveness as the key reference on development by the DAC.

2. The Secretary-General commended the HLM for choosing to focus on migration in relation to development actors. He has made migration one of the priorities for the Organisation, together with water and health. Migration highlights both the challenges and opportunities of globalisation and can be considered one of its most dynamic forces. The number of long-term migrants is growing fast as host countries grapple with falling birth rates and ageing populations, but the costs to developing countries of releasing their best and brightest may be high. Synergies between development assistance and other policy areas can contribute to making migration and development policies work better for all. He invited participants to share policy alternatives and best practice and placed OECD expertise in this area at their disposal.

Migration and Development and the Role of Development Actors: Political Challenges and Innovative Approaches [DCD/DAC(2007)13/REV2]

3. The dinner discussion on migration and development provided the opportunity for participants to share experiences on how they integrate migration into the development agenda. International migration can be a powerful motor of economic development. Some delegates recalled that migration is on the agenda because of the short-term security concerns related to illegal migration. However, global mobility of persons is here to stay – characterised as a new international division of labour – and requires an open mind to the related issues. The phenomena are complex: sending countries are becoming receiving countries and *vice versa*. Many delegates noted that to manage migration better, we first need to have a clearer picture of the overall situation.

4. The importance of coherent policy approaches was stressed by several participants. This means a break with the simplistic view that development co-operation can solve migration pressures. Development co-operation must not be instrumentalised (e.g. used as a way to deter migration) – “don’t let others set the agenda for you” was the advice. Instead, tools and capacity for managing migration need to be developed. Concerted migration and development strategies need to be integrated into partner country poverty reduction strategies. Experience was shared on coherent approaches, including jointly identifying channels for legal migration; better matching of employment opportunities and labour force development; providing training and support for return migration; supporting statistical information gathering to establish migration profiles; seeking incentives for diaspora participation in development; providing multiple entry visas for the highly-skilled to avoid one-way brain-drain; pursuing south-south and circulatory migration; recognising the poverty reduction effects of low-skilled migration; and creating co-development groups.

5. Participants discussed the importance of migrant remittances. While these are private flows that recipients are free to use as they choose, the transaction costs and the use made of these remittances is of

development interest. Participants shared experiences in seeking to lower the financial transfer costs, link financial systems, and create public-private alliances. The gender dimension of migration is important and needs to be better understood from several perspectives, including the large numbers of women migrants and the relatively larger remittance volumes that they send home.

6. Several participants stressed the comparative advantage of analysing and discussing migration and development in the OECD context. The horizontal project on migration in the OECD facilitates synergies. The added value of the OECD's economic approach includes its unique capacity to document and monitor these movements, as well as to add whole-of-government perspectives. The *Migration Outlook* is an established publication and will discuss many of the challenges of migration in its next issue, including brain drain. OECD is also well placed to launch and support regional initiatives as well as to work together with other international organisations. The HLM discussion will be summarised and communicated to the global forum on international migration and development, which is to be hosted by the Government of Belgium in July 2007.

I. Adoption of the Agenda [DCD/DAC/A(2007)5/REV1]

7. The DAC Chair opened the meeting by thanking the participants for determining, supporting, and funding the two year work programme and also encouraged them to engage in the OECD Programme Implementation Reporting exercise in reviewing the quality and relevance of the Committee's work. He added that the Council is evaluating the DAC, which should provide a good opportunity to reflect on the value added of the Committee in the international aid architecture. The Chair also touched upon the positive breakfast meeting with the non-DAC OECD members and BRICS which resulted in a number of practical steps such as observership in peer reviews, co-operation on statistics, discussions on aid management arrangements, and their inclusion in the non-DAC OECD donors' meeting to be hosted by Korea in September. Finally, he reminded participants of the commitments of the Committee that are at stake, such as ODA volume which fell in 2006, implementation of the Paris Declaration, and showing results through progress on the MDGs. The draft agenda was then adopted without any comments.

II. Governance: State Fragility, Security and Corruption

Fragile States: Policy Commitment and Principles for Good International Engagement in Fragile States and Situations [DCD/DAC(2007)29]

8. The DAC Policy Commitment and Principles for Good international Engagement in Fragile States and Situations were welcomed and endorsed by Ministers and Heads of Agencies. The participants commended the piloting of the Principles in nine countries, which the DAC had requested at its Senior Level Meeting in December 2005, and called for full implementation at headquarters and in the field, as well as regular updating of the Principles. Participants were encouraged to improve their organisational response to the particular challenge of engaging in fragile states and to define measures of success and appropriate frameworks for demonstrating results. In addition, several participants stressed that greater efforts are needed to improve the predictability and flexibility of resource allocations to fragile states, particularly to 'aid orphans'. Aid allocations to fragile states should be part of wider DAC processes that examine aid allocations to all developing countries. With respect to actions at the field level, there was a call for conveners of donor co-ordination groups to launch discussions on implementing the Principles in all fragile states.

9. Participants then exchanged views on the importance of "taking context as a starting point" and analysing the local political economy (Principle 1). It was thought that 'staying engaged' (Principle 9) can help shape expectations for other partners, such as foreign investors, to stay the course in uncertain environments. On whole-of-government approaches, participants supported a practical approach, calling

for joint work when there is shared interest. They recognised the DAC as uniquely placed to progress cross-government issues. While several participants expressed prudence and difficulties, participants generally supported the proposal to organise thematic whole-of-government meetings at the technical and specialists' level, possibly leading to an eventual senior officials' meeting.

10. There was broad consensus on the need to integrate fragile states into the preparations for the Accra High Level Forum, particularly to define what ownership, alignment and harmonisation mean in fragile states. Finally, participants emphasised the need to work hard at engaging non-DAC donors, civil society and the private sector to improve collective engagement in fragile states. In this respect, several participants noted that the term "fragile states" was not generally welcomed by partner countries.

Policy and Operational Commitments from the Implementation Framework for Security System Reform (IF-SSR) [DCD/DAC(2007)30]

11. Participants strongly endorsed the "Policy and Operational Commitments from the Implementation Framework for Security System Reform". They highlighted the need to actively apply the IF-SSR at field level through bilateral programmes and joint collaboration where possible. Several participants stressed the importance of bringing the policy and operational commitments to a cross-government audience, such as the security, defence and diplomatic policy communities who are engaged in SSR. A number of countries have already undertaken such consultations, which have helped in tackling cross-government coherence on this issue and in addressing the need to develop the right capacity and skills required to support SSR processes. The development of national strategies on SSR that are based on the Implementation Framework was also encouraged. Members were asked to consider the capacity and funding requirements to support this vital area that requires a long term commitment.

12. Regarding next steps for the SSR agenda, participants suggested the DAC focus on: dissemination; development of cross-government training; joint action at the field level; mainstreaming the human security perspective; integrating monitoring and evaluation more effectively into programming; gathering lessons to further inform donor policy and practice; and support to the UN process to develop their corporate strategy on SSR, including effective integration in peacekeeping and peacebuilding operations. It was also agreed that an SSR thematic whole-of-government meeting at the technical and specialists' level would be a priority.

An Agenda for Collective Action for Improving Governance to Fight Corruption [DCD/DAC(2007)21/REV1]

13. Participants endorsed the "Agenda for Collective Action for Improving Governance to Fight Corruption". They highlighted the importance of combining action at the partner country level with action in OECD countries as well as ensuring support for civil society and the media. They also emphasised that addressing corruption is critical in sustaining support for aid in OECD countries. The Chair undertook to incorporate the core messages from the Agenda for Collective Action into the statement that he would deliver with the Secretary-General to the Development Committee's spring meetings in Washington on 14-15 April 2007. In addition, the Chair agreed to highlight the issue of joint governance and anti-corruption assessments as well as the need for further work on mutual legal assistance as part of asset tracing and recovery strategies.

Lunch Discussion: Aid Architecture: United Nations Reform - Implications for Bilateral Donors [DCD/DAC/RD(2007)5/RD1]

14. In his keynote address Mr. Kemal Derviş, UNDP Administrator and member of the High-Level Panel on UN System-Wide Coherence, explained that the recommendations of the Panel were to be

presented to the General Assembly on 16 April. He commented on a number of elements of the reform, noting that changes proposed at the country level may be easier to implement than those that touched on the management of the institutions at headquarters or the roles of member states. In his view, bilateral donors could influence discussions positively through their representation in various agencies' governing boards. Participants stressed the necessity of the reform and of coherence in capitals to support it.

III. Political Challenges of the Paris Declaration Agenda [DCD/DAC(2007)31 and DCD/DAC(2007)33]

15. Participants were invited to consider what actions are needed ahead of the 2008 Ghana High-Level Forum on Aid Effectiveness to ensure that donors' individual policies and actions would contribute most to the achievement of broader development goals. The session was introduced by Mr. Jan Cedegren, the Chair of the Working Party on Aid Effectiveness. He briefly described the steps being taken to define the road to Accra, with a stronger participation of the partner countries and with the inclusion of civil society. He noted four key issues that warranted special attention: the disconnect between headquarter policies and country practices, the need for progress on untying aid, high transaction costs and use of country systems.

16. At the outset, the chair asked two lead speakers to lead off. Mr. Koro Bessho (Japan) noted three key issues that warranted progress: first, focusing more on development result and avoid being preoccupied with technical and procedural details; second, involving emerging donors more rigorously in the aid effectiveness exercise; third, getting greater involvement of line ministries in the discussion of capacity development. Mr. Conor Lenihan (Ireland) highlighted three points: first, doing business in a different way; second, building better systems of development; third showing to the public that aid works.

17. In the ensuing discussion, participants expressed broad support for the work on monitoring the Paris Declaration. It was agreed that in order to make more progress, however, that there was a compelling need to demonstrate how more effective aid helps achieve tangible development results at country level. The true test of aid effectiveness is improvements in people's lives.

18. At the same time, it was recognised that a number of years will be needed to show the impact of the Paris Declaration on development. In the meantime, reforming the current system of aid delivery in the way suggested by the Paris Declaration will require broader political support. A number of participants noted how difficult it was to communicate the value of the Paris Declaration to the broader public. The aid effectiveness agenda is perceived as being very technical and removed from citizen's interests, and therefore, discussion on aid effectiveness requires greater focus on development result in order to get wider support from the public. Participants viewed this point as of particular relevance in preparing for the Ghana High-Level Forum.

19. The meeting agreed to Australia's suggestion that the Working Party on Statistics be invited to conduct a review of the survey data ahead of the 2008 survey in particular areas where it has expertise, notably to assist the WP-EFF to improve the comparability and accuracy of reporting about aid funds in partner country budgets. Australia has also offered to write a paper on the strengths and weaknesses of the survey process from its own perspective.

20. In summarising discussions, the Chair made the following remarks. While strengthening and using country systems could lead to less visibility of each member's development activities, this is fundamental to improving aid effectiveness and development results, for which donors are stakeholders. More work is probably needed in order to better understand what prevents donors from making more extensive use of country systems. Furthermore, more effort is required in getting the political messages across in order to shore up support for an ambitious set of reforms.

21. 20 The Chair also mentioned that the 2006 Survey on monitoring the Paris Declaration was a healthy process, but needed to address some definitional issues in order to improve the credibility of the results. On the agenda of the Ghana High-Level Forum, it should focus on delivering development results for the poor, but be simple as well as appealing to a broad public, which can be helped by involving the media, civil society organisations and national parliaments. The work underway in the European Union on a code of conduct for complementarity would potentially make a constructive contribution to the Forum.

IV. ODA Eligibility of Security Related Tasks

ODA Eligibility of Conflict, Peace and Security Expenditures [DCD/DAC(2007)23/REV2] and ODA Casebook on Conflict, Peace and Security Activities [DCD/DAC(2007)20]

22. Some participants emphasised the interdependence of security and development and suggested considering whether to allow some more expenditures as ODA, e.g. military de-mining and human rights training for the military. Others emphasised, however, that it was too early to evaluate the ODA rules agreed in 2005. They also pointed out that ODA volume commitments had been made on the basis of the existing coverage of ODA and that there is a need to maintain the poverty focus of ODA.

23. The meeting therefore agreed with the proposal not to reopen the issue of ODA eligibility of conflict, peace and security expenditures at this time. Instead the DAC Working Party on Statistics would continue its work to deepen understanding of the existing boundary of ODA in this field, while the Conflict, Peace and Development Co-operation Network would conduct a one-off data collection and gather good practice on contributions to conflict, peace and security activities that included non-ODA elements.

V. Procedure for the Selection of the DAC Chair [DAC/CHAIR(2007)4/REV1]

24. In selecting his successor, the Chair expressed his view that it is important to establish a transparent process that allows the Committee to interview the candidates. A letter to ask for nominations by 15 July 2007 will be issued shortly and a decision by the Committee is scheduled to be made by the November DAC meeting. The document was endorsed without discussion.

VI. Other Business

Aid Untying:

Annual Report on the Implementation of the 2001 Recommendation [DCD/DAC(2007)11/REV2]

25. The Chair noted the following points: First, implementation was broadly on track, although the most recent pattern of contract awards needs to be kept under surveillance; Second, recent progress with further untying (elimination of the coverage thresholds) was constructive; Third, partner countries are very focused on the untying agenda and will place pressure to bring deliverables in the run-up to the Ghana High-Level Forum, and it appears that partner countries' greater and particular interests lie with more aid funds using local and regional procurement. It is thus necessary to examine whether there are rules in donor procedures that inhibit or limit this, whether local procurement channels are used, and if so, whether they look sufficiently at local and regional procurement. It was expressed that the DAC should vigorously pursue the discussion of promoting smart local and regional procurement.

*Proposal to extend the coverage of the Recommendation to include non-LDC HIPC
[DCD/DAC(2007)11/REV2]*

26. The Chair noted that there is strong interest - but not yet full consensus - to extend the coverage of the Recommendation to non-LDC HIPC. The DAC is invited to reach consensus on this matter, including in relation to resolving the "graduation" issue.

ANNEX 1
LIST OF ROOM DOCUMENTS CONTRIBUTED BY DELEGATIONS

COTE	TITLE	CONTRIBUTED BY
DCD/DAC/RD(2007)5/RD1	Delivering as One: Report of the UN Secretary-General's High-Level Panel on UN System-Wide Coherence	United Nations
DCD/DAC/RD(2007)5/RD2	French Working Paper on Anti-Corruption	France

ANNEX 2

PARTICIPANTS LIST / LISTE DES PARTICIPANTS

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Mr. Richard MANNING	<i>DAC Chair</i>
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World Bank/Banque mondiale

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Working Party on Aid Effectiveness/Working Party on Aid Effectiveness

Mr. Jan CEDERGREN	<i>Chairman Working Party on Aid Effectiveness</i>
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