



**DEVELOPMENT CO-OPERATION DIRECTORATE
DEVELOPMENT ASSISTANCE COMMITTEE**

DCD/DAC/POVNET/M(2004)2/PROV
Unclassified

DAC Network on Poverty Reduction

DRAFT SUMMARY RECORD

Meeting held on 30-31 March 2004

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JT00164777

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DAC NETWORK ON POVERTY REDUCTION

DRAFT SUMMARY RECORD OF THE MEETING HELD ON 30-31 MARCH 2004

I. Election of Officers

1. Ms. Emmy Simmons (United States) was unanimously elected as Chair of the POVNET, on the basis of a nomination by the European Commission, as seconded by Germany.
2. Mr. Hitoshi Shoji (Japan) was unanimously re-elected as Vice Chair of POVNET, on the basis of a nomination by Switzerland, as seconded by Canada.

II. Adoption of the Agenda [DCD/DAC/POVNET/A(2004)1]

3. The agenda for the meeting was adopted.

III. Approval of the Summary Record [DCD/DAC/POVNET/M(2003)2/PROV]

4. The Summary Record of the 13-14 November 2003 meeting was approved, on the understanding that the language of its paragraph 3 would be revised to be consistent with the language of the revised Mandate of POVNET.

IV. Operationalising Pro-Poor Growth

5. Louise Cord, Lead Economist of the Poverty Reduction Group at the World Bank, provided a progress report on the joint programme of work, Operationalising Pro-Poor Growth (OPPG), by AFD, DFID, GTZ, KFW and the World Bank [DCD/DAC/POVNET/A(2004)1/RD1].
6. The objectives of this study are to increase the impact of growth on poverty reduction and better understand:
 - the pathways by which poor people contribute to and benefit from growth;
 - the role of country conditions in affecting the impact of growth and related policies on poverty;
 - the extent to which specific policies are good for growth and bad for poverty or vice-versa (at least in the short run) and how governments address these trade-offs (i.e. the political economy of trade-offs between growth and distribution); and
 - the methodological tools available to assess the micro-macro linkages.
7. With a focus on income growth, the presentation highlighted a number of conceptual challenges, such as the merits/limitations of defining pro-poor growth in relative vs. absolute terms, and the relative importance of growth rate vs. distribution. The OPPG group recognised that high inequality can reduce the

impact of growth on poverty but that ultimately the relative importance of each was determined by the specific country context.

8. The presentation also highlighted the importance of other factors such as policy drivers -- macroeconomic stability, structural policies and good governance -- but indicated the need for further research to determine the distributional impacts of structural reforms as well as other transmission channels, e.g. labour markets and regional policies, access to basic assets and gender equality. Two particular areas of focus are agricultural growth (i.e. when to invest in this basic pillar of growth) and labour markets (including how formal markets affect informal markets).

9. POVNET Members called for further reflection on the definition of pro-poor growth, including its non-income dimensions. The multidimensionality of poverty is well reflected in the DAC Poverty Reduction Guidelines and should be the basis for discussion on pro-poor growth. We need to move beyond a view that any growth is poverty reducing and thus that all growth is pro-poor. At the same time the “absolute” rather than “relative” definition is better related to a MDG perspective. It is important to look at growth, but also beyond it, at both its distributional implications but also its “elasticity” – i.e. the poverty reduction impact of a given rate of growth.

10. Members also outlined a number of issues meriting further discussion, e.g.:

- The growing importance of urban poverty, its links with political unrest and its implications for pro-poor growth initiatives and aid effectiveness;
- The situation of the chronically poor (groups not emerging from poverty);
- The importance of markets, especially labour markets, and employment for poverty reduction;
- Looking beyond income growth to the growth of the productive capacity of the poor;
- How to link up the OPPG work with that of POVNET and how to connect up growth with the PRSP process.

11. As an input to work on the conceptual framework for economic growth and poverty reduction, it was suggested that the OECD Development Centre could produce a synthesis/state of the art paper on the current knowledge of the linkages and transmission mechanisms between economic development and poverty reduction. Such work should focus on the economic links between growth and poverty reduction, including chronic poverty, but could also cover institutional and cultural bottlenecks to achieving pro-poor growth. The focus would be on the three core POVNET areas – i.e. the contributions of agriculture, infrastructure and private sector development to pro-poor growth.

V. Key Work Themes

a) Infrastructure (including ICT)

12. The Infrastructure Task Team, led by Japan, reported on its first workshop on “Global Picture for Infrastructure and Pro Poor Growth” held in Paris, March 29-30, back-to-back with the POVNET meeting. The focus of the workshop was on how to strengthen the pro-poor growth impact of infrastructure investment and to identify themes to further develop at the second workshop (planned for Fall 2004).

13. Key trends in infrastructure ODA were presented by a consultant, Susanne Hesselbarth¹. Her analysis showed:

- a decline of bilateral ODA and private sector financing since the Asian financial crisis in 1997;
- a shift in ODA financing in favour of transport and water, and out of energy and ICT;
- more stable regional funding with most ODA going to Asia (59%) with much less going to Africa (17%); and
- the lack of data on public sector spending trends (accounting for 70% of all infrastructure financing).

14. The POVNET discussion highlighted the reasons for the decline in ODA infrastructure funding, such as:

- the presence of “white elephants” in this sector;
- problems related to the tying status of aid for infrastructure, procurement regimes and corruption;
- the impact of the export credit/tied aid disciplines on certain types of infrastructure support; and
- the shift towards grant funding and changing comparative advantage, from hardware to software/technical assistance support.

15. Workshop participants highlighted key cross sector themes raised during the workshop, e.g. access versus affordability, “smart” subsidies, the role of ODA for guarantees and risk mitigation, public-private partnerships, fiscal space and long term investments needs, and the need for better assessment of baseline conditions for subsequent impact measurement. The second infrastructure workshop (planned for October/November in Germany) will focus on some of these cross-sector themes. The task team leader, Mr Shoji, asked Members to support the workshop by commissioning issues papers related to its draft agenda and providing information on donors’ infrastructure and poverty reduction programs.

16. The discussion on infrastructure concluded that:

- no automatic assumption of poverty reduction and/or pro poor growth exists for infrastructure ODA; we thus need to show where/how infrastructure facilitates pro-poor growth outcomes and how it is a precondition for pro-poor growth.
- projects and programmes have to be intentionally designed if they are to be both pro-poor and pro-growth; single projects/programmes are not enough for pro-poor growth outcomes – we need to look at the synergies and complementarities with other programmes.
- the quality and not just the quantity of infrastructure services matters for growth, and pro-poor growth in particular; i.e. design matters.

¹ A consultant to the Infrastructure task team, financed by Germany. See Room Document No. 3 of the Infrastructure workshop for details of her presentation.

- direct and indirect effects/linkages are important; the latter may sometimes be more significant in respect of the impact on pro-poor growth;
- infrastructure needs to be brought more centrally into country- led PRSP discussions

17. The Secretariat (Mr. Ichiro Tambo) outlined ongoing DAC work on mainstreaming ICT for development [see DCD/DAC/POVNET(2004)2 and 6]. OECD country experience concerning the contribution of ICT to growth is also relevant for developing countries, but there are important lacunae concerning the connection between ICT and pro-poor growth in developing countries. The Secretariat was encouraged to provide concrete ICT examples of the connection between ICT and the MDGs as inputs to the infrastructure task team's discussions, including the role of ICT in opening up opportunities for pro-poor growth.

b) Agriculture

18. The Agriculture and Pro-Poor Growth Task Team, led by the United States, reported on progress and events since the last POVNET meeting. Two meetings have been held (9 December 2003 and 5 March 2004). Papers have been prepared on *Agricultural Markets and the Rural Poor* [DCD/DAC/POVNET/A (2004)1/RD3] and *Social Protection and Livelihood Promotion: Towards Operational Guidelines* [DCD/DAC/POVNET/A (2004)1/RD4]. These papers were also discussed in the wider task team meeting on 1 April 2004. Participants suggested that operational experience and policy relevance should be strengthened in both papers and that infrastructure needs in each of the Rural Worlds should be highlighted.

19. Discussion focused on a number of issues:

- What is the new agenda for donors in agriculture? There are obvious and strong connections between agriculture and pro-poor growth, but what is needed to bring donors back into agriculture in more effective ways, working on the transmission mechanisms linking agricultural growth to poverty reduction? What are the issues that need to be addressed (and where POVNET has a comparative advantage) in an "Agenda for Agriculture" – e.g. globalization, HIV/AIDS, rural non-agricultural income sources, productivity and technology, remittances, etc.?
- There is renewed attention and activity to agriculture and the role of donors – we should bring together experience and lessons learned on what works (and doesn't) on the ground.
- Rural worlds – do they have different growth paths, how relevant are they for policy analysis, and what kinds of interventions can reach the chronically poor (seen by some as a rural world 4); how to build in rural/urban and farm/non farm issues and opportunities for alleviating poverty?
- How can we connect up to the broader growth and poverty reduction agenda, developing linkages and complementarities with other task team work (infrastructure, private sector) and bring the work into the PRSP and MDG agendas?

20. Potential emerging issues (or "hot topics") for the agriculture task team include supermarkets and changes in the international value chain, income from the non farm economy as well as agribusiness, insurance and remittances, HIV/AIDS. Several of these issues reach into the work of the task teams on infrastructure and private sector development, where task teams will need to work together.

21. Work ahead includes revisions on the two scoping papers (on markets and on risk and vulnerability), drafting of papers on emerging issues and a framing paper on the "New Agenda on

Agriculture”. These draft products will be discussed in two upcoming workshops, **June 17-18 in Helsinki**, and **September 20-21 in Paris**. The September workshop will engage in a dialogue with developing country stakeholders to provide feedback to the task team.

c) Private sector (including SME, investment and trade issues)

22. The United Kingdom presented the results of the Private Sector Task Team meetings held since the last POVNET (24/25 February and 29 March 2004) and outlined next steps. The team had agreed on work modalities during phase 1 under the leadership of the UK and commissioned a conceptual note on *Pro Poor Growth and Private Sector Development*. This note was circulated as work in progress to the POVNET [DCD/DAC/POVNET/A(2004)1/RD2]. The next tasks of the group are to complete the conceptual note by June (with a further task team meeting in May), setting out common understandings on the connections between private sector development and pro-poor growth, and ensuring a smooth transition to phase 2 of work, which would focus on operational issues and provide guidance for donors. Sweden indicated its interest in taking over the leadership of phase two of the work.

23. The POVNET was also briefed on ongoing work in related areas – SMEs and development (Istanbul Ministerial Conference on 4-5 June; see DCD/DAC/POVNET(2004)3); joint work between DAC and CIME on ODA and FDI (investment for development – see DCD/DAC/POVNET(2004)4) and trade capacity building (see DCD/DAC/POVNET(2004)5).

24. Discussion focused on the work-in-progress conceptual note. Comments suggested we are probably far less advanced in our thinking and agreement than the present draft suggests. The note could be less theoretical and more practical/operational, and also look at SME and supply side issues, formal-informal sector relations and how the poor contribute to and are involved in growth. It could also introduce how the private sector theme connects up with the other main work themes (infrastructure and agriculture) and help identify the best policy packages for promoting private sector development in furtherance of pro-poor growth. The essential objective of the conceptual note is to guide discussions in phase 2 of the work on how to enhance the contribution of the private sector to pro-poor growth.

25. Next steps for this group would include (1) a mapping exercise of donor approaches, similar to the ones undertaken in the other two task teams and (2) consideration of some potential cases that might be presented at a workshop or guidance note to illustrate lessons learned. This would lead naturally into Phase 2, starting in August.

26. A number of relevant events and reports were mentioned:

- The UN Commission report on “Unleashing Entrepreneurship”, with a Canada/UNDP May workshop on its themes;
- The forthcoming 2005 World Development Report, focusing on the enabling environment and investment climate, including country case studies;
- The value of following closely the work of the SME donor committee;
- Barriers between the informal and formal private sector – Finland/September;
- Work by Switzerland on monitoring and assessing impacts of donor private sector development interventions.

VI. Connecting up the different themes

27. Members recognised the need to connect up the different work streams and teams. Some suggestions to do this more effectively included:

- better preparation of meetings by providing some building blocs, guidance notes and strengthening results orientation;
- organising workshops with developing country participants to get concrete feedback, focusing in particular on the PRSP process;
- identifying indicators for income and non-income poverty;
- identifying emerging issues that are relevant for all the groups such as international value chains, smart subsidies, public-private partnerships (PPPs), legal reforms to strengthen contractual arrangements, remittances or financial deepening;
- connecting up with existing DAC work on security systems reform, trade capacity building, gender and environment work;
- preparing an overarching conceptual framework to unravel the complexities (France provided a written statement setting out some elements to be considered in such a paper.) The Development Centre proposed to prepare a synthesis paper.
- circulation of information about POVNET related events.

28. Following the above discussion, the Chair synthesised next steps as follows:

- Get a better grip on what pro-poor growth means, and work towards consensus;
- Advance thinking and work programmes within each task team;
- Identify emerging, cross-cutting issues/hot topics and present to POVNET members at the next meeting.

29. On this basis, the following proposals were agreed:

- Request the Development Centre to prepare a synthesis document in collaboration with POVNET members (US, France, Secretariat) and complementary to the work of the OPPG. This would look at the links between economic development and poverty reduction, with a focus on the non-income dimensions of pro-poor growth and the three POVNET areas (agriculture, infrastructure and private sector development).
- Task Team leaders to drive the work forward, i.e. organise November workshop for infrastructure, continue work on the new agenda facing agriculture in the Agriculture Task Team, and ensure smooth transition into phase 2 of private sector work.
- Request task team leaders to collaborate and share ideas on hot topics/emerging issues, via virtual contacts, that reach into two or three task team areas.

30. It was agreed that the expected outputs would lead to policy guidance for donors on using aid effectively to promote economic growth and poverty reduction. Intermediary outputs by end 2005 would include good practice reports/best thinking papers on agriculture, private sector development and infrastructure. Outputs for the next POVNET meeting in November would include the following:

- Mapping donor trends in the three areas
- Intermediary paper on Pro-Poor Growth commissioned by the Development Centre (see above)
- Experiences/Case studies (such as the project briefing notes in Infrastructure)
- List of hot topics/emerging issues (format to be determined)

VII. POVNET programme of work and budget 2004-2006

31. The Secretariat presented the document on the POVNET programme of work and budget [DCD/DAC/POVNET(2004)1] in the framework of the DCD/DAC's overall PWB for 2004-2006. There was a request to clarify the connections between POVNET elements and the broader DAC work programme, as well as the connections between activities such as trade capacity building, FDI/ODA, and ICTs and the main part of POVNET work on pro-poor growth with its private sector, infrastructure and agriculture themes.

ANNEX 1

FINAL PARTICIPANTS LIST FOR NETWORK ON POVERTY REDUCTION
LISTE FINALE DES PARTICIPANTS POUR RÉSEAU SUR LA RÉDUCTION DE LA
PAUVRETÉ

30 March 2004 - 31 March 2004

OECD, Château de la Muette, Paris, France

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