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Converged Statistical Reporting Directives for the Creditor Reporting System (CRS) and the Annual DAC Questionnaire

Annex 23. Reporting methods for private sector instruments

These Reporting Directives and annexes were approved by the DAC under the written procedure on 9 April 2021. They are now issued as FINAL and UNCLASSIFIED.

Annexes are presented in three separate documents DCD/DAC/STAT(2020)44/ADD1/FINAL, DCD/DAC/STAT(2020)44/ADD2/FINAL and DCD/DAC/STAT(2020)44/ADD3/FINAL.

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Converged Statistical Reporting Directives for the Creditor Reporting System (CRS) and the Annual DAC Questionnaire – Annexe 23

REPORTING METHODS FOR PRIVATE SECTOR INSTRUMENTS [DCD/DAC(2018)47/FINAL]

1. Background

1. OECD members' decisions which affect this topic are presented below in summary fashion in chronological order.

2. At the December 2014 DAC High Level Meeting (HLM), members agreed to modernise the reporting of concessional loans to the public sector by assessing concessionality based on discount rates differentiated by income group and introducing a grant-equivalent system for the purpose of calculating ODA figures.

3. In November 2015 the OECD Council issued a Recommendation on Good Statistical Practice [1] which included seven dimensions:

- coherence and comparability (statistics are consistent internally, over time and in space and it is possible to combine and make joint use of related data from different sources);
- credibility (confidence placed by users in statistical products);
- relevance (statistics meet the needs of users);
- accuracy (statistics accurately and reliably portray reality);
- interpretability;
- accessibility; and
- timeliness and punctuality (statistics are released in a timely and punctual manner).

4. At the February 2016 DAC HLM, members agreed on the principles to better reflect, in ODA, the donor effort involved in the use of private-sector instruments (PSI). Annex 1 to this document contains the principles agreed upon in February 2016.

5. At the October 2017 DAC HLM, members agreed that "(we) reaffirm all the principles of the 2014 and 2016 HLM agreements. Pending an agreement on the Implementation details of all the PSI principles, the donor effort may be measured either at the point of transfer of funds to a vehicle providing PSI to developing countries or for each PSI transaction between the vehicle and the private enterprise or institution in the partner

[1] See http://www.oecd.org/statistics/good-practice-toolkit/Brochure-Good-Stat-Practices.pdf. For more information on OECD recommendations, see https://www.oecd.org/legal/legal-instruments.htm. The Recommendation applies to OECD members and non-OECD members that have adhered to it. The OECD Statistical Quality Framework, embedded in the Recommendation, includes the same dimensions.

country. We clarify that this relates to PSI that are development-oriented. Building on the progress made so far, we will in consultation with other relevant stakeholders finalise implementation rules of the PSI agreement including by collecting evidence on the impact of PSI, and revise these rules where shown appropriate."

6. Despite best efforts by all parties, implementation rules of the agreed PSI principles have not been fully agreed. Agreement on the so-called "Phase 1" portion of the implementation rules has not been reached primarily due to a disagreement over the discount rates to be used in calculating the grant-equivalent of loans to private sector companies (PSI loans), equity investments, mezzanine finance and guarantees. Work on the so-called "Phase 2" portion of the implementation rules has not started because of the lack of consensus on Phase 1 implementation matters and the desire of some Members not to work on all matters simultaneously.

7. While more time is needed to complete PSI implementation rules, instructions for reporting on ODA in 2018 must be issued by the Secretariat by January 11, 2019. Members will then need to submit their ODA figures to DCD by March 15, 2019. The OECD will then report on total ODA provided by OECD members in April 2019.

8. This note presents details of what previous decisions and processes mean for reporting of 2018 PSI-related assistance as well as details of possible "enhancements" which members could adopt if so desired. Such consensus decisions must be reached in early December if they are to be implemented with regard to submissions of 2018 data. The substance of this note has been largely identified through productive deliberations at a November 9 meeting to which all members were invited, and most attended. The possible enhancements have been edited to take into account members' comments at the November 16 DAC meeting, the November 22-23 WP-STAT meeting and comments received in writing by November 27. Comments from the OECD Legal Directorate and the Statistics and Data Directorate have also been included. A REV1 version was discussed at the meeting on 3 December 2018.

1.1. Default Process

9. If members take virtually no further decisions with regard to any aspect of PSI, the following would be how members would report on PSI for 2018 (based on prior years' decisions and detailed procedures), applying either the institutional or instrument approach (until such time as the details of all HLM decisions on PSI are agreed):

A) Institutional Contributions:

- Any capital contributions to DFIs or other PSI vehicles made in 2018 would be included in ODA at their face value. If necessary, i.e. if the institution is active also in non ODA-eligible countries and/or activity areas, the share of ODA-eligible activities in the institution's total portfolio will be estimated, to establish a coefficient for ODA reporting.
- Any reflows (including profits) from PSI vehicles to government would count as negative ODA.

B) Individual loans to private sector entities in developing countries:

- Loans committed or disbursed in 2018 would be reported as ODA on a cash-flow basis (provided they had at least 25% concessionality (=threshold) calculated using a discount rate of 10%).

- Reflows from previous years' PSI would count as negative ODA (provided that the underlying transactions had initially been counted as ODA).

C) Individual equity investments to private sector entities in developing countries will continue to be reported on a cash-flow basis:

- Positive ODA would be recorded at the time of investment and the proceeds of sales would be reportable as negative ODA applying a cap on reflows corresponding to the original investment. To be ODA-eligible, equities need to comply with the ODA definition i.e. have the economic development and welfare of developing countries as their primary purpose and be in line with Reporting Directives.[2]

- Contributions to investment funds may be ODA-eligible if in accordance with the existing Directives.

D) Due to the lack of agreement on the details of accounting for ODA eligibility of mezzanine finance and guarantees, such instruments would not be included in ODA, except to the extent that guarantees are called and payments made in which case existing processes specify these payments are measured on a cash flow basis.

10. The treatment of concessional loans to official sector entities is governed by the decisions taken at the 2014 HLM to use the ODA grant-equivalent method with the agreed-upon discount rates, and reflected in the Reporting Directives in DCD/DAC(2016)3/FINAL and subsequently incorporated into DCD/DAC/STAT(2018)9/FINAL.

11. Total ODA and the ODA/GNI ratio would be calculated by summing up grant equivalents and net disbursements. For so long as these processes on PSI are in place, the announcements of total ODA provided by members shall be accompanied by a footnote as follows: "Total ODA includes USD xx million of loans to ODA-eligible sovereign entities (calculated on a grant-equivalent basis), USD yy millions of assistance provided to (positive flow of ODA) and any reflows including profits from (a negative flow of ODA) development-oriented PSI vehicles, and USD zz of loans and equities provided to (positive flow of ODA) and repayments and reflows from (a negative flow of ODA) private companies operating in ODA-eligible countries."

12. At a members' meeting on November 9, other options for 2018 reporting were examined but it was clear that none of the options enjoyed anywhere close to widespread support, let alone consensus.

13. Use of this reporting method means that members accept the temporary necessity that 2018 and 2019 data will be a mix of grant-equivalent (for grants and sovereign loans) and cash flow (PSI instruments) based data notwithstanding the 2015 OECD Recommendation on Good Statistical Practice (see footnote 1 of this document).[3] Members will be considering some additional ameliorating decisions (see below). Collection of data using this method may also contribute to Phase 1 and Phase 2 decision-making.

[2] See in particular paragraph 134.

[3] In particular, the Default Process may not fully comply with the coherence and comparability dimension of the Recommendation.

1.2. Possible Enhancements to be Considered for Members' Approval

14. At the November 9 meeting, various members expressed concerns about different matters which might constitute problems with the Default Process. Members were also very interested to maintain the momentum built to date on PSI and to collect additional evidence on PSI operations which can inform DAC decision making. In some cases, solutions were proposed for consideration by all members. If any of these were adopted via consensus, they would modify the Default Process and be included in the Secretariat's January 2019 note to members on 2018 reporting.

15. These possible enhancements are:

i. PSI should be separately identified in members' CRS reporting (through a flag).

ii. Members including PSI loans in their ODA figures shall report per the above instructions (under Default Process) and these are the figures that will be included in ODA totals. They shall also provide (or continue to provide) to the Secretariat, through the CRS system, detailed information on the terms and conditions of PSI loans so that, for the sole purpose of internal analysis and future DAC deliberations, simulations on the grant equivalents of PSI loans can be made. To the extent that member laws do not permit or systems do not enable provision of some CRS items, such members will make best efforts to provide such items no later than 2020; in the interim, they will work out reporting arrangements with the DCD Secretariat for those items. The detailed information on the terms and conditions of PSI loans shall not be disclosed outside DCD unless any such items are already publicly disclosed. Members may voluntarily permit the disclosure to Export Credit Group (ECG)/Participants to the Arrangement on Officially Supported Export Credits (hereafter referred to as "Participants") of detailed information on the terms and conditions of their own country's PSI loans.

iii. Members including PSI equity in their ODA figures shall report per the above instructions (under Default Process) and these are the figures that will be included in ODA totals. They shall also provide the Secretariat detailed information on the sales and dividends and, if available, the expected maturity and returns so that, for the sole purpose of internal analysis and future DAC deliberations, simulations on the grant equivalents of PSI equities can be made. To the extent that member laws do not permit or systems do not enable provision of some CRS items, such members will make best efforts to provide such items no later than 2020; in the interim, they will work out reporting arrangements with the DCD Secretariat for those items. The detailed information on the PSI equity investments shall not be disclosed outside DCD unless any such items are already publicly disclosed. Members may voluntarily permit the disclosure to ECG/Participants of detailed information on their own country's PSI equity investments.

iv. ODA-eligibility assessment of PSI vehicles shall be carried out for all vehicles on which members have chosen to report ODA. The process would be as follows:

- The assessment will be a self-assessment done by the members in a whole-of-government setting. It will be based on the template (see Annex 2), but additional information from the vehicle concerned (e.g. on a selection of individual operations of the PSI vehicle) may be used.

- The member will determine the full or partial ODA eligibility of the vehicle and in the case of the latter, establish an ODA coefficient for reporting purposes. Such a coefficient will take into account the vehicle's operations in countries beyond the

DAC List of ODA Recipients, commercially motivated operations (e.g., export credit support) and non ODA-eligible activity areas (e.g., production of military equipment or some other types of non-eligible peace & security expenditures).

- The member will share the assessment and information on the coefficient with the Secretariat and members by July 15. The assessment will be duly reviewed by the Secretariat and presented for discussion by the DAC.

v. Members shall adopt the following definition of additionality and reporting requirements:

- In the context of reporting on PSI in DAC statistics, an official transaction is considered additional either because of its "financial additionality" or "value additionality", combined with its "development additionality". Such a transaction is financially additional if it is extended to an entity which cannot obtain finance from the private capital markets (local or international) with similar terms or quantities and for similar developmental purposes without official support, or if it mobilises investment from the private sector that would not have otherwise invested. It is additional in value if the official sector offers to recipient entities or mobilises, alongside its investment, non-financial value that the private sector is not offering and which will lead to better development outcomes, e.g. by providing or catalysing knowledge and expertise, promoting social or environmental standards or fostering good corporate governance. It conveys development additionality if the development impact of the investment would not have occurred without the partnership between the official and the private sector.

- Clarifications:

  16. Financial additionality refers to financing provided in cases where private sector partners are unable to obtain commercial financing owing to the high-risk nature of the investment. Financial additionality aims to avoid market distortion i.e. institutions do not compete with other commercial finance providers, but rather support capital-constrained markets, and, where possible, crowd in investments.

  17. Value additionality refers to the specific role and comparative advantage of public institutions as a partner to the private sector, conveyed through non-financial contributions such as provision of knowledge and expertise, board participation and links to local networks. Value additionality is a key contributor to improving the quality of investments and business operations from a development perspective. Public institutions ensure the inclusion of safeguards, good corporate governance and foster more socially responsible businesses over time in a way that other investors typically would not.

  18. Both financial and value additionality should seek to avoid market distortions.

- Additionality shall be assessed as part of the ODA-eligibility assessment of PSI vehicles at the institutional level, and at the activity level, ex-post, through the CRS system.

- Ex-post reporting requirements in this area shall be reinforced with one additional item, consisting of a qualitative description of the developmental objectives, thus addressing cases for which additionality may be difficult to demonstrate at the input stage. Therefore, the additionality of each PSI activity will be assessed and reported at the activity level in the CRS through three new fields:

   - a new field for reporting on additionality with three possible values, “financial additionality”, “value additionality” or “financial and value additionality”;
   - a new field for reporting explanatory text about the additionality assessment, including demonstration of expected development additionality; and
   - a new field for reporting explanatory text about the development objectives pursued.

- Any member reporting on PSI in ODA, whether under the institutional or instrument-specific approach, will be requested to compile these fields (if not already provided via the CRS system). All three fields are mandatory. To the extent that member laws do not permit or systems do not enable provision of these three fields, such members will make best efforts to provide such items no later than 2020; in the interim, they will work out reporting arrangements with the DCD Secretariat for those fields.
- By contrast, if a member decides not to report its PSI in ODA, reporting on additionality will be optional. Further tools to assess additionality will be developed in phase 2.

vi. Annex 3 presents CRS data items that shall be provided to the Secretariat (reporting requirements) by any member which reports PSI in ODA, regardless of the approach followed. To the extent that member laws do not permit or systems do not enable provision of some CRS items, such members will make best efforts to provide such items no later than 2020; in the interim, they will work out reporting arrangements with the DCD Secretariat for those items. The detailed information on equity investments and the terms and conditions of PSI loans shall not be disclosed outside DCD unless any such items are already publicly disclosed. Members may voluntarily permit the disclosure to ECG/Participants of detailed information of their own country’s PSI equity investments and loans.

vii. Members will continue consultations in Phase 2 with ECG/Participants on competition and trade-related issues (subject to agreement by ECG/Participants).

viii. The competition safeguards will consist of a biennial assessment of the ODA eligibility status of a PSI vehicle. Relevant stakeholders will be consulted (e.g. ECG/Participants).

ix. Members remain committed to implementing principles of PSI and will undoubtedly confer with the next DAC Chair about how to complete Phase 1 and Phase 2 (e.g., sequencing, timing, etc.). The arrangements specified in this document are provisional and remain in place until members agree on PSI implementation details. If the PSI implementation rules have not been agreed upon by December 31, 2020, members firmly commit to fully review, assisted by appropriate OECD staff, PSI ODA in 2021 (based on PSI data and templates for 2018 and 2019, collected in 2019 and 2020 respectively) and revise these provisional arrangements when approved by Members as appropriate. The objectives of the review will be to address the shortcomings of these reporting processes and to attempt to bring the PSI reporting more in line with the Recommendation on Good Statistical Practice (see footnote 1 of this document) and to finalise full implementation of past HLM decisions.

x. Given the interest of CSOs, developing countries, export credit agencies and others in PSI measurement, members may wish to consider whether releasing a public statement is advisable. If it is, perhaps a variation of the following will be acceptable to members:

"At the most recent meeting of the DAC, the members reaffirmed their commitment to implementing principles of private sector instruments and finalised provisional reporting arrangements by members to the Secretariat for 2018 and 2019 data (and any years afterwards until the final PSI rules are agreed upon). Specifically:

- sovereign loans will be reported on a grant-equivalent basis, using the parameters agreed at the 2014 HLM (discount rates of 9%/7%/6% and thresholds of 45%/15%/10%).
- under the institutional approach, contributions to DFIs and other PSI vehicles may be counted at the face value. If necessary, i.e. if the institution is active also in non ODA-eligible countries and/or activity areas, the share of ODA-eligible activities in the institution's total portfolio will be estimated, to establish a coefficient for ODA reporting.
- under the instrument approach, loans and equities made directly to private sector entities shall be counted on a cash-flow basis.
- all the above will be summed up and counted in the ODA headline figures; in addition, the totals for each will be shown separately.
- additional steps will be taken on topics such as transparency, additionality and reporting.
- Unless permanent rules on PSI have been finalised by 2020, members will fully review the two years of data collected under these rules in 2021 and consider if adjustments are desired."

ANNEX 1: PRINCIPLES OF ODA MODERNISATION ON PRIVATE SECTOR INSTRUMENTS AS AGREED IN THE 2016 HLM COMMUNIQUE

The private sector is fundamentally important in driving growth, creating jobs, generating wealth and increasing public revenues through taxation. Private businesses and banks operating in both national and international markets will play a key role going forward in providing the ideas, the ingenuity and the entrepreneurial energy required to find new, innovative solutions to sustainable development challenges in line with the transformative vision embodied in the Sustainable Development Goals (SDGs). They will also provide essential development finance. Shifting to another order of magnitude in financing sustainable development – from mobilising billions to mobilising trillions – in order to leave no one behind, calls for redoubled efforts to engage the private sector in development, as has been foreseen in the Addis Ababa Action Agenda, which sets out the financing strategy for achieving the SDGs.

But in order for the development assistance community to engage the private sector in the 2030 agenda, donors need to be able to continue to reach them, to interact with them, and to work with them on a greater scale than before. For this reason, many DAC members have established special public sector vehicles[4] which have similar objectives and working methods to those of private sector operators. These vehicles employ a range of financial instruments and arrangements (including equity, credit enhancements and guarantees). Scaling the resources required for the 2030 agenda will call for a better valorisation of the efforts to support private sector development. Vehicles dedicated to private sector will continue to play a major role in this regard.

Over the past two years, the DAC has undertaken work to modernise its statistical system to better capture in ODA the costs of risks undertaken by the development assistance community in deploying private sector instruments.[5] One of the main objectives of this work has been to remove the disincentives for using these instruments and define a balanced and coherent system that would promote longer-term support to the private sector where needed, ensuring efficient use of scarce public funds and targeting projects with high expected social returns, without creating market distortions. The work also aims to maintain a clear distinction between ODA and commercially-motivated flows. Any adjustments to the statistical methods will take into account the need to avoid artificial increases and volatility in ODA volumes.

It is expected that the modernised system would create incentives for increasing the use of these instruments – and by extension boost efforts to scale up engagement by the private sector in development finance. The text below summarises general principles in this regard, outlines associated ODA eligibility and measuring arrangements and specifies relevant transparency and monitoring provisions.[6]

[4] The term “vehicle” covers DFIs, investment funds and other special-purpose programmes that members have established to extend financing to private sector entities in developing countries.

5 Such instruments may also be extended to public or public-private entities.

6 Treatment of contributions to international organisations extending PSI remains unchanged.

General Principles

i. **The effort of the official sector in providing PSI will be counted as ODA, while the financial flows themselves will be tracked in the broader measures on flows for sustainable development (TOSSD).** Pending the exact definition of these broader measures – a key element of the modernised DAC statistical framework – PSI will be reported in the existing statistical category of other official flows (OOF) or, in the case of guarantees, the recently created category of amounts mobilised through official sector interventions.[7]

ii. **The effort may be measured either at the point of transfer of funds to a vehicle providing PSI to developing countries or for each PSI transaction between the vehicle and the private enterprise or institution in the partner country**. The two methods of calculation are referred to as institutional and instrument-specific approaches respectively. Members may choose to apply in their ODA reporting one approach or the other but need to explicitly indicate for each vehicle the approach chosen. Members may change the approach chosen, but this is subject to a prior notification and verification by the Secretariat that ODA will not be double-counted. In addition, a lock-in period during which the approach may not be changed will be defined. The purpose of the lock-in period is to preserve the credibility of ODA and comparability of members' reporting over time (see principle xiii). The two approaches are implemented with the joint understanding that they should generate, over time, comparable ODA figures for comparable donor efforts and not inflate ODA. HLM follow-up: elaborate a proposal for the lock-in period.

iii. **Reporting on PSI as ODA will be subject to a specific procedure consisting of i) an assessment of the mandate and objectives of the vehicle providing PSI, in particular the extent to which it has the economic development and welfare of developing countries as the main and primary objective of its operations (developmental criterion of ODA) and provides finance which is additional[8] (characteristic of operations for PSI to be in line with the concessional in character criterion of ODA [9]); ii) provision of flow data in the CRS at the activity level; and iii) publication of data on PSI under agreed transparency provisions and rules on data disclosure.** All members' reporting will be subject to the procedure detailed in principles ix and xiv.

iv. **The measurement of donor effort will be based, whenever possible, on the grant equivalent method.** However, equity investment in a DFI or other vehicle is treated as a sunk cost, initially counted in ODA at face value (applying an ODA coefficient if need be – see principle x), with reflows, if any, counted as negative ODA.

v. **Under the instrument-specific approach, the measurement of donor effort will be based on the system of risk-adjusted grant equivalents. However, the system will be adjusted for the fact that i) PSI are non-concessional in nature and that application of the concessionality thresholds agreed in the sovereign**

[7] These methodologies are work in progress and will be duly reviewed by the WP-STAT.

[8] I.e. extends finance to companies in countries and regions where the private sector would not invest in developmental projects without official support.

[9] The Reporting Directives will be updated to take into account the fact that the "concessional in character" criterion is not appropriate for assessing the ODA characteristics of PSI.

loan context in December 2014 could incentivise unnecessary subsidisation of finance; and ii) financing the private sector is generally riskier than the official sector, in principle necessitating a risk premium in the discount rate additional to the already agreed sovereign risk premia, based on evidence and with due consideration to not inflate ODA. Moreover, in the case of PSI, the ODA characteristic is conveyed by – besides the primary development objective – the “additionality” of the finance provided. This suggests there should either be no threshold or a purely technical threshold (to filter out PSI with very small ODA shares). At the same time, there is a need to avoid blurring the lines between developmental and commercially-motivated operations (trade and investment) with the private sector, hence a need for safeguards (see principle xv). *HLM follow-up: elaborate recommendations on what would be the appropriate technical threshold and the differentiated risk premia (which could vary by country income group) for the private sector.*

vi. **Under the institutional approach, donor effort involved in extending PSI to developing countries is measured at the point of placement of funds in the DFI or other vehicle in the donor country.** The ODA eligibility assessment of the vehicle (see principle x) determines the share of the funds that can be counted as ODA.

vii. **Under both approaches, any dividends or profits on PSI paid back to the government will count as negative ODA.** Profits reinvested by the vehicle are not counted as negative ODA, but are reportable in the CRS at aggregate level for transparency purposes (see principle xiv). This principle only applies in cases where the capitalisation of the vehicle has been originally reported as ODA.

viii. **The two approaches are implemented with the joint understanding that they should generate, over time, comparable ODA figures for comparable donor efforts and not inflate ODA. The DAC will fully review the system on the basis of first two years of implementation and consider whether any adjustments to this agreement are required.**

ODA eligibility assessment

ix. **The ODA-eligibility assessment will be carried out for all bilateral DFIs and, upon request, for other vehicles, using a common template.** The Secretariat will undertake the necessary analysis and present a recommendation on ODA eligibility for consideration by the DAC or a body designated by the DAC. *HLM follow-up: elaborate a proposal for the template.*

x. **The assessment will be based on an examination of the DFI’s mandate, project portfolio, investment strategy and due diligence mechanisms.** It will consider the extent to which the institution allocates its finance to ODA-eligible countries, promoting the economic development and welfare of developing countries as its main objective. If necessary, i.e. if the institution is active also in non ODA-eligible countries and/or activity areas, the share of ODA-eligible activities in the institution’s total portfolio will be estimated, to establish a coefficient for ODA reporting. Information on the institution’s investment strategy and due diligence mechanisms will serve to assess additionality of the finance. *HLM follow-up: develop a proposal for the assessment criteria.*

xi. **In their ODA reporting on PSI all members will provide, in addition to the standard CRS data items, information on the developmental objectives and additionality at the activity level in the CRS.** The compliance of data reported with the principles hereby agreed, regardless of whether a member reports under the institutional or instrument-specific approach will be assessed by the DAC through peer reviews and the regular (biennial) report on PSI. This will secure transparency and allow for peer learning among members (see principles xiv and xv). *HLM follow-up: work on a definition of additionality; elaborate a drop-down menu to report on additionality in the CRS.*

Methods for calculating ODA

xii. **The ODA calculation varies depending on the financial instrument used as follows:**

- **Grant contributions are counted at their face value.**
- **Reimbursable grants are hybrid debt instruments with different types of agreement and initial investment profiles. In cases where enough information is available to estimate the reflows and risk undertaken, measurement will be on a grant equivalent basis; in other cases, an ex-post calculation will be applied.** *HLM follow-up: elaborate a method for reporting on reimbursable grants, taking into account their hybrid nature.*
- **Loans are counted on a grant equivalent basis. The discount rate for the grant element calculation will be differentiated by income group as in the 2014 DAC HLM agreement, in principle with an additional risk premium (see principle v) reflecting the fact that lending to private sector entities is generally more risky than lending to the official sector.** *HLM follow-up: elaborate i) a proposal for the risk premium (the additional risk premium could vary by income group) and ii) a recommendation on whether loans to the private sector should be exempted from a threshold or whether a technical threshold should be set (see principle v).*
- **Equity investment in a DFI or other vehicle is treated as a sunk cost, initially counted in ODA at face value (applying an ODA coefficient if need be – see principle x), with reflows, if any, counted as negative ODA.**
- **Equity investments by DFIs or other vehicles in private sector entities in developing countries are counted on a grant equivalent basis ex post, i.e. they are initially counted at face value and their reflows discounted ex post, upon exit. The reflows will be discounted using differentiated discount rates by income group, applying a cap on reflows corresponding to the original investment. In specific cases and where enough information is available to estimate the reflows and risk undertaken, measurement will be on a grant equivalent basis calculated ex ante, adjusted ex post.** *HLM follow-up: work with DFIs to determine the appropriate discount rates for this calculation*.
- **Guarantees are counted on a grant equivalent basis, applying differentiated discount rates and, when appropriate, an additional risk premium for the private sector (see principle v).** *As guarantees are non-funded instruments, the discount rates will only take into account operating costs and risk adjustment factors (not the funding cost). HLM follow-up: work with DFIs to establish the relevant discount rates and the risk premia for the private sector. Also, formalise the grant equivalent methodology to be applied on public guarantees, and on guarantees other than credit guarantees.*

xiii. **To maintain the possibility of comparing ODA figures across members – key feature of DAC statistics – the donor effort involved in each individual PSI**

will also be reportable, for memorandum, by members applying the institutional approach. This will allow the estimation of the time span over which the two approaches result in equal ODA amounts, and thereby defining the length of the lock-in period to ensure the credibility of the system. In this context, the background of each vehicle (e.g. maturity, capitalisation) should be taken into account.[10]

Transparency provisions and rules on data disclosure

xiv. **ODA reporting on PSI is subject to specific transparency provisions and rules on data disclosure. It follows the key principles listed in the table below:**

Reporting requirements	Data disclosure
Private-sector instruments	
• **Data should be reported as much as possible on the same basis by all donor countries.** This means that regardless of the approach followed to measure the donor effort (i.e. institutional vs. instrument-specific approach), all members report on their PSI in the same format. ○ **Reporting on PSI flows is requested in the CRS at the activity level** including on financial terms regardless of the approach and whether the activity is ODA-eligible or not. ○ **Data on inflows to DFIs** are collected from all members. These elements will only be for the Secretariat's analysis for countries choosing the instrument approach. ○ **Reporting on capital returns and dividends is requested at aggregate level.**	• **Apply the same data rules on the information disclosed at activity level regardless of the approach followed to measure the donor effort** (i.e. institutional vs. instrument-specific approach). ○ **Present PSI flows at the activity level, but in compliance with confidentiality obligations with respect to clients** (e.g. name of client, financial terms). ○ **When the instrument-based approach is chosen, data on capital flows to and from DFIs are not shown in regular DAC statistical presentations**, but will be collected by the Secretariat for analytical purposes and will be part of the biennial Secretariat report on PSI, for all members.

HLM follow-up: specify rules on reporting requirement and data disclosure jointly with DFIs.

Monitoring, safeguards and disciplines

xv. **To ensure the credibility of ODA reporting on PSI, it will be subject to safeguards and regular monitoring by the DAC. The Secretariat will undertake and present for consideration by the DAC or a body designated by the DAC a regular (biennial) report on PSI covering both quantitative and qualitative aspects.** The report will analyse the additionality of DFI financing and seek evidence that PSI have not led to crowding out private investors. Questions such as DFIs' evaluation and reporting structures and corporate governance standards will also be addressed. Based on the first report, the DAC will consider whether minimum standards and disciplines for PSI will be developed. *HLM*

[10] Given that only the donor effort is included in ODA, and not the flows, the impact of using different approaches is expected to be statistically insignificant for cross-country comparisons (e.g. ODA/GNI ratios).

follow-up: develop a proposal on safeguards and disciplines required for the purpose of monitoring PSI.

Annex 2: TEMPLATE FOR THE ASSESSMENT OF ODA ELIGIBILITY OF BILATERAL DFIS AND OTHER PSI VEHICLES (FOR COMPLETION BY A DAC MEMBER)

The template includes questions which are essential for the ODA-eligibility assessment but it also seeks to achieve a good understanding of the institution's functioning and operations through a number of questions which have no direct implication on the ODA-eligibility assessment or the calculation of coefficients. This information will also be used in the biennial report on PSI, due under principle xv.

Full official name of the institution:	
Official abbreviation:	
Year the institution was created:	

1. Mandate/mission:

Please describe the institution's statute, mandate or mission statement.

- Does the institution have a stated development goal?
- Does the mandate address the additionality and non-market-distortive nature of PSI provided by the institution? Please describe.
- Does the institution have a statutory requirement to be financially self-sustaining?
- To what extent does the national government control the institution's mandate/mission? Does the national government exert direct control in the day-to-day management of the institution, or is the national government only indirectly involved through agreeing on the headlines of the institution's mission? Does the mandate require the institution to be legally accountable towards to the national government; if not, to what body is the institution accountable?

2. Shareholders:

Please list the institution's shareholders and describe its decision-making structures.

- Is the national government the sole shareholder of the institution? If not, what is the share of public capital in total capital?
- Please specify the modalities of the public contributions (grants, loans, equities, other). Who are the other shareholders (private banks, pension funds, other)?

3. Project portfolio and volume of operations:

Please describe the institution's operations (e.g. financial instruments, modalities) and the rationale for qualifying them as developmental.

- In which sectors, themes and partnerships is the institution active?
- In which countries is the institution active? What share of the institution's portfolio is allocated to developmental projects in ODA-eligible countries?
- What is the institution's current total investment portfolio? For a new institution, please provide an estimate of the volume of its future investments (new commitments per year).
- To what extent are the institution's activities aligned with developing countries' priorities and strategies?

4. Development focus of the investment strategy:

Please describe the investment strategy of the institution and how this strategy promotes the economic development and welfare of developing countries as a main objective.

- Does the institution set key performance indicators in relation to development objectives for each operation/project in its portfolio [e.g. Corporate Policy Project Rating (GPR), Development Outcome Tracking System (DOTS)]? If not, how does the institution demonstrate evidence of development impact? Please describe the evaluation (including by whom it is conducted, i.e. the PSI vehicle or an independent party, and to whom it is made available) and reporting structures.
- Please specify if the institution has an explicit mandate to also support national companies.
- What safeguards and transparency provisions are applied to ensure compliance with international trade agreements (e.g. WTO rules, ex-ante reporting to the OECD Arrangement on officially supported export credits)?
- Please indicate if the institution has distributed dividends and profits to shareholders in the past. Have they been reinvested in development activities?
- Does the institution require its beneficiaries to have a social and environmental mitigation system?

- Does the institution's mandate and/or strategy reflect a national interest of the donor country? (i.e. promote expansion/internationalization of national companies/technologies?) If so, how is this mandate/strategy being implemented?
- How and to what degree does the institution co-operate with other national financing institutions (i.e. national ECA, FDI promotion)?
- How does the institution co-operate/engage with national companies?
- How does the institution ensure that a transaction is de facto untied?

5. Additionality

- Please describe the institution's methodology to assess the additionality of its operations with the private sector and to evaluate the commercial sustainability of its operations (e.g. viability of the client). Please attach any policy or programme-wide statement illustrating additionality.
- Robust evaluations of the additionality assessments, to ensure they are informed by evidence, are performed as part of the biennial assessments, based on representative samples of programmes, congruent with levels of investment.

6. Due diligence mechanisms/other ODA characteristics:

- Please describe the institution's governance, environmental and social standards (e.g. human rights, gender equality, and corporate social responsibility) and how their compliance with internationally accepted minimum standards is monitored and enforced. Also describe the mechanisms in place to prevent tax evasion when supporting the private sector.
- Does the institution have a formal banking license from the official authority according to its national laws, and does the institution fall under supervision of the official financial supervisory authority according to its national laws and banking rules such as BASEL III?

7. Web references:

Please provide URLs to:

- The institution's statute, mandate or mission statement; annual reports with details on geographical breakdown of the institution's portfolio;
- Financial statements; any other useful information.

ANNEX 3: PROPOSED REPORTING REQUIREMENTS FOR PSI FLOWS IN CRS AND RULES FOR DATA DISCLOSURE

Subset of CRS items required in case members report the donor effort in ODA (institutional or instrument-specific approach)

count	CRS item required for ex-post	Proposed level for disclosure
1	**Reporting year**	Disclosed at activity level
2	**Commitment date**	Disclosed at activity level
3	**Reporting country/organisation**	Disclosed at activity level
4	**Extending agency**	Disclosed at activity level
5	**CRS Identification number**	Disclosed at activity level
6	**Donor project number**	Disclosed at activity level
7	**Nature of submission**	Disclosed at activity level
8	**Recipient**	Disclosed at activity level
9	**Channel of delivery name/country**	Third country disclosed, name of client not disclosed
10	**Channel code**	Disclosed at activity level
11	**Bi/Multi**	Disclosed at activity level
12	**Type of flow**	Disclosed at activity level
13	**Type of finance**	Disclosed at activity level
14	**Type of aid**	Disclosed at activity level
15	**Short description/Project title**	Disclosed at activity level
16	**Sector /Purpose code**	Disclosed at activity level
18 *new*	**Additionality – three values**	Disclosed at activity level
19 *new*	**Additionality – text field**	Disclosed at activity level
20 *new*	**Development objectives – text field**	Disclosed at activity level
20	**Associated financing**	Disclosed at activity level
21	**Currency**	Disclosed at activity level
22	**Commitments**	Disclosed at activity level
23	**Amounts extended**	Disclosed at activity level
		Disclosed at activity level
25	**Amounts received**	Disclosed aggregated by instrument and recipient.
26	**Amounts untied**	Disclosed at activity level
27	**Amounts partially untied**	Disclosed at activity level
28	**Amount tied**	Disclosed at activity level
29	**Amount of export credit in AF package**	Not disclosed
30	**Leveraging mechanism and role/position**	*To be discussed as part of DAC work on mobilisation*
31	**Amounts mobilised from the private sector**	
32	**Origin of the funds mobilised**	
33	**Type of repayment**	Not disclosed
34	**Number of repayments per annum**	Not disclosed
35	**Interest rate for loans, expected maturity for equities**	Not disclosed
36	**Second interest rate for loans**	Not disclosed
37	**First repayment date for loans, expected maturity for equities**	Not disclosed
38	**Finally repayment date**	Not disclosed

39	**Interest received for loans, dividends for equities**	Disclosed aggregated by instrument and recipient.
40	**Principal disbursed and still outstanding**	Not disclosed
41	**Arrears of principal**	Not disclosed
42	**Arrears of interest**	Not disclosed

Note: Reporting on CRS items not listed above is optional, but highly recommended for a number of them, in particular **policy makers** (key to monitoring to 2030 Agenda).

Subset of CRS items required in case members do not report the donor effort in ODA

Count	CRS item required	Comments on disclosure
1	**Reporting year**	Disclosed at activity level
2	**Reporting country/organisation**	Disclosed at activity level
3	**Extending agency**	Disclosed at activity level
4	**CRS Identification number**	Disclosed at activity level
5	**Donor project number**	Disclosed at activity level
6	**Nature of submission**	Disclosed at activity level
7	**Recipient**	Disclosed at activity level
8	**Channel code**	Disclosed at activity level
9	**Bi/Multi**	Disclosed at activity level
10	**Type of flow (Main DAC 1 category)**	Disclosed at activity level
11	**Type of finance**	Disclosed at activity level
12	**Short description/Project title**	Disclosed at activity level
13	**Sector/Purpose code**	Disclosed at activity level
14	**Associated financing**	Disclosed at activity level
15	**Currency**	Disclosed at activity level
16	**Commitments**	Disclosed at activity level
17	**Amounts extended**	Disclosed at activity level
18	**Amounts received**	Disclosed aggregated by instrument and recipient
19	**Leveraging mechanism and role/position**	*To be discussed as part of DAC work on mobilisation*
20	**Amounts mobilised from the private sector**	
21	**Origin of the funds mobilised**	
22	**Interest received for loans (dividends are not collected)**	Amounts received on loans are disclosed aggregated by instrument and recipient.
23	**Principal disbursed and still outstanding**	Not disclosed
24	**Arrears of principals (included in item 51)**	Not disclosed
25	**Arrears of interest**	Not disclosed

Note: Reporting on other CRS items is optional, but highly recommended for a number of them, in particular **policy makers** (key to monitoring to 2030 Agenda).