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**DAC TECHNICAL WORKSHOP ON GLOBAL AID ALLOCATION PATTERNS AND CROSS
COUNTRY DIVISION OF LABOUR**

Summary Record

25 October 2010, OECD Conference Center, Chateau de la Muette

Further to the e-mail message sent on 29 November 2010 [to WP-EFF members, Informal DAC Working Group of Aid Allocation Specialists and other experts and policy makers on aid allocation], no comment has been received to this summary record.

This document is now considered as APPROVED and is issued as FINAL.

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**Summary conclusions from OECD DAC Technical Workshop on
“Global aid allocation patterns and division of labour”
(held in Paris on 25 October 2010)**

On the October 25th 2010, a workshop on Global aid allocation patterns and division of labour was held as a side session to the Working Party on Aid Effectiveness meetings in Paris. The workshop was organised by the DAC Secretariat and had 48 participants representing 26 delegations from both DAC members and multilateral agencies. The list of participants is attached.

The objective of the workshop was two-fold. One was to advance the technical level discussions on aid orphans and cross-country fragmentation. The other was to help stimulate policy and political response to the very clear commitments made by all who have endorsed the AAA to “reduce the fragmentation of aid across countries” and “to address the issue of the countries receiving insufficient aid”. The issue was how to respond through deepening and building a consensus on the technical work and how to move from technical analysis to policy and action.

The workshop presented two innovative studies that both were well received and generated a useful debate. There was also a presentation by the co-chairs of the task team on division of labour about the ongoing work in the task team.

On how to identify aid orphans, Robert Utz from the World Bank presented his recent work. The innovation of this study was to use several different approaches to identify significantly under-aided countries. Since there is no consensus about the ideal aid allocation model, on how to balance key variables of need, performance, and population, the study used a process of triangulation by looking from several points of view. The study included six approaches in identifying aid orphans: *1. Equality of aid per capita, 2. Equality as ratio of GDP, 3. Apparent inconsistencies from the criteria implicit in actual donor allocations, 4. The Collier-Dollar criteria of allocations that would maximize global reduction in poverty, 5. IDA performance based allocation formula and 6. A qualitative methodology developed by OECD that focussed on fragile states.*

The participants agreed that given differences in views on what constitutes ‘under-aided’, using multiple approaches would be important to getting agreement on countries to be flagged for more intensive country specific review. Having that kind of flag (or watch list) is not a guarantee that aid should automatically be substantially scaled up. It is also not to say that each measure is equally valid. But appearing on three or more of the resultant lists of under-aided countries would trigger a careful look and joint discussion that would also take account of other relevant factors, such as severe governance or other absorptive capacity constraints that are not adequately captured in quantitative approaches. Several participants emphasised the need for co-ordinated collective action. Otherwise, selectivity could give more to the donor darlings and less for donor orphans. Who would do the balancing? Hardly any donor takes account of what others are doing. However, the EU is considering taking account of other donor assistance in its allocations to help in part to do so. It is also important to bring in the non-DAC donors. In the US, President Obama has also stressed need for coordinated action. Many participants stressed the need for more technical and policy work. This should take account of the political dimension. It is also important of getting more information on future spending – and being able to disseminate it. The OECD, in consultation with Robert Utz, would update his analysis using the latest available ODA figures and draft a discussion paper which would be circulated to donor policy officials and chief economists. This will form the basis for senior level discussions leading up to Busan.

Suzanne Steensen and Fredrik Ericsson from the OECD presented the main findings from the 2010 OECD Report on Cross Country Division of Labour. Fragmentation of aid entails transactions costs both for donors and partner countries. At country level, excessive donor fragmentation, *i.e.* where there are many small donors and no co-ordinating donor, erodes the administrative capacity of recipient partner governments. So there are efficiency gains when donors rationalise their overall donor-partner country aid relations. In comparison with last year's OECD Report on Division of Labour, this year's edition found encouraging signs of reversal in the global fragmentation trend, but not in Africa and Fragile States. There was a general consensus on the need for progress. An innovation of the current study is to propose the use of a specific indicator of progress on fragmentation in order to measure and encourage reduced fragmentation. As there is no ideal level of concentration, the measure suggested is that each donor should try to reach the DAC average in 2009 on the share of 'significant' relationships by 2015. Donors above the average level should strive to reduce fragmentation further. The crucial point was that there should be such an agreed measure, whether the one proposed or another. There would also be continued attention to other indicators such as the Concentration and Fragmentation ratios in the OECD 2009 Report on Division of Labour. In the discussion an issue was raised on whether agreement on a specific target was premature, there was general agreement on the need to monitor fragmentation measures.

The issues of aid orphans and cross-country fragmentation reflect inefficiencies of the global aid system, but both issues need to be addressed as objectives in themselves. However, the OECD study finds an important link between the two. It argues that fragmentation "savings" could constitute potential sources of additional resources that could be allocated to aid orphans (in an illustrative calculation, it finds that resources that could be freed up through reducing fragmentation by 1/3 would be equivalent to about 1/5 of the funding gap of the countries that had been tentatively identified as aid orphans). But there is no mechanical one-to-one relationship. For example, depending on country circumstances and consultation with the concerned government, it would very often be desirable for other donors to increase their aid to offset that of donors who are withdrawing.

Many donors have on-going processes to reduce cross-country fragmentation, which will contribute to in-country concentration. Participants stressed the need for clearer strategies for entry and exit. This point also came out clearly from the Uganda workshop on Division of Labour in September 2010. Participants noted the need for allocations to take account of country ownership and effectiveness in using aid. Some participants noted that concentration should not be carried to the extreme, since there are advantages of maintaining diversity and that aid allocations are also influenced by other non-quantifiable factors (*e.g.* commercial and historical ties).

There were also issues raised of excessive aid dependence. The task team co-leaders emphasised the urgent need to act today on fragmentation and not put it off for tomorrow. They noted the need not to let reduced fragmentation reduce overall aid levels for individual countries. There was agreement that the efficiency cost of fragmentation is highest in low-income and low-capacity countries, where reducing fragmentation is particularly important and needs to be accelerated in all countries.

In conclusion, the workshop was considered a useful step forward and a key input to advancing the policy agenda on improving the efficiency of aid allocations. Participants agreed strongly on the need to respond to the quite specific commitments made in the AAA on both aid orphans and donor fragmentation across countries. These commitments to improve the quality and effectiveness of aid are also important in buttressing the case for more aid, particularly given the current fiscal problems of donor countries. The concepts, methodologies and tools in the two papers were found useful in identifying which countries are under-aided and the extent of donor fragmentation across countries. Senior economic and policy staff of donors agencies should be asked to participate in the next stage of work in order to advance it to the point of joint action. What is needed is both further technical work and bringing these issues to the policy and political levels, as part of the process leading to the Busan HLF, in order to meet AAA commitments.

The process in moving from technical work to political leadership on both aid orphans and cross-country fragmentation could involve the following steps:

- Raise these issues at the High Level Event in Seoul at the end of November.

- Work with senior economic and policy officials in donor agencies on carrying further work on identifying aid orphans and on setting targets for reductions in cross-country fragmentation.
- Put “improving aid allocations and reducing cross-country fragmentation” on the menu of options to be discussed at the WP-EFF in March 2011. This would include monitoring by the OECD of progress on both these issues.
- Make aid allocations and fragmentation an agenda topic for the next DAC High Level Meeting in the spring of 2011.
- This, along with complementary consultations with partner countries, including at the regional level, would set the stage for addressing aid allocations at the HLF in Busan.

Annexes:

Annex 1: Preliminary take-aways from the OECD DAC Technical Workshop on “Global aid allocation patterns and division of labour” (distributed during the WP-EFF week on 26-28 October 2010)

Annex 2: Final agenda of the OECD DAC Technical Workshop on “Global aid allocation patterns and cross country division of labour”, 25 October 2010, OECD, Conference Centre (CC 5)

Annex 3: Participants list

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**Annex 1: Preliminary take-aways from the OECD DAC Technical Workshop on
“Global aid allocation patterns and division of labour”
(distributed during the WP-EFF week on 26-28 October 2010)**

Objectives of the workshop: to continue the technical-level discussions on aid orphans and cross-country fragmentation; and to set in motion a process of moving from technical discussion to the political level and to concerted action by willing donors on both. The workshop is the continuation of last year’s workshop on aid allocation, which, among other things, recommended pursuing the technical work.

Outcomes of the workshop:

- Need to respond to the commitments made in the AAA on both countries that are under-aided (aid orphans) and donor fragmentation across countries.
- Concepts, methodologies and tools in the two papers presented at the workshop were found useful to assess which countries are under-aided and the extent of donor cross-country fragmentation.
- Need for further technical work but also to simultaneously bring these issues to the policy and political levels as part of the process leading to the Busan HLF.
- Given differences in views on what constitutes “under-aided” countries, making use of multiple approaches is important to getting agreement on a “watch list” of countries to be flagged for a more country specific review;
- On cross country fragmentation, general consensus on the need for progress, but more discussion needs to take place to decide on how progress could be benchmarked.
- Senior economic and policy staff of donor agencies should be asked to participate in strengthening and deepening this technical work.
- Provisional immediate steps to move from technical work to political leadership on both aid orphans and cross-country fragmentation:
 - Raise these issues at the High Level Event in Seoul at the end of November.
 - Work with senior economic and policy officials in donor agencies to carry out further work on identifying aid orphans and on setting targets for reductions in cross-country fragmentation.
 - Put “improving aid allocations” on the menu of options to be discussed at the WP-EFF in March 2011. This could include monitoring by the OECD of progress on both these issues.
 - Make aid allocations an agenda topic for the next DAC High Level Meeting in the spring of 2011.
 - This, along with consultations with partner countries, including at the regional level, would set the stage for addressing aid allocations at the HLF in Busan.

Date: Paris, 26 Oct. 10

Enclosure: Workshop agenda

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Annex2: Final Agenda of OECD DAC Technical Workshop on “Global aid allocation patterns and cross country division of labour” 25 October 2010, OECD, Conference Centre (CC 5),

Time	Subject	Speaker
09.45 – 10.00	Welcome coffee and croissants (CC 5)	
10.00 – 10.10	Introduction	Paul Isenman
	Session 1: Facts on aid orphans	
10.10 – 10.40	How to identify countries that receive insufficient levels of aid? What are the methodologies and how much is at stake? Clarifying questions (15 min)	Robert Utz, World Bank
	Session 2: Reducing cross-country fragmentation	
10.45 – 11.20	Presenting the current status of cross-country allocations and scenarios for improving the efficiency of aid allocations: <ul style="list-style-type: none"> • Setting targets for reduced cross country fragmentation. • Proposing aid orphans watch list • Reinvesting gains from reduced fragmentation into aid orphans Clarifying questions (15 min)	Suzanne Steensen and Fredrik Ericsson, OECD
	Session 3: From technical findings to political actions	
11.20 – 11.40	Reflection of the Task Team on Division of Labour (TT-DoL) on cross country fragmentation and issue of under-aided countries (including feedback from regional consultation).	TT-DoL co-chairs (Lawrence Kiiza, Uganda and Philipp Knill, Germany)
11.40 – 12.30	Debate on how to translate the findings presented into actions. Key questions: <ul style="list-style-type: none"> • Is there a need for monitoring mechanisms? <i>e.g.</i> a watch list of potentially under-aided countries and a progress report on reducing cross country fragmentation. • What are the institutional mechanisms that should be put in place in order to address this? <i>E.g.</i> should the WP-EFF or the DAC have a standing committee on aid orphans and cross country allocations? • What should be achieved by the HLF-4, in particular how could we reach consensus before Busan and how to stimulate political leadership in this area? (more comprehensive list of issues are presented below)	Open debate led by Paul Isenman

Time	Subject	Speaker
12.30 – 13.00	Conclusions and next steps	
	Moderator Summary: The moderator will provide summary and key takeaway messages and recommendations for the Working Party on Aid Effectiveness, Cluster C and the DAC (these will be sent to participants later in the day).	Paul Isenman

Cross-country allocations (findings):

To stimulate the international dialogue on cross country division of labour, it is important to examine where donors allocate their aid; assess progress in aid concentration; and propose solutions. The 2010 OECD Report on Division of Labour takes stock on what has happened between 2008 and 2009 in terms of fragmentation. There are encouraging signs to be reported, mostly for aid recipient countries in Europe, America and Asia. Less encouraging is the fact that fragmentation remains a problem in LICs in Africa, where no progress can be reported. The report proposes targets for reducing fragmentation by 2015. On the basis of the World Bank work on aid orphans, the report suggests an approach to identify countries that merit closer examination in terms of aid supply, a so-called watch list. Also, in the current context of fiscal austerity, it makes the case about the importance of maximising the efficiency of aid provision. To this end, it demonstrates that gains from reduced fragmentation could be reallocated to aid orphans.

Comprehensive list of issues for discussion:

- To reduce cross-country fragmentation, it is important to maximize the use of the resources through efficient allocations. What is the scope for donors to focus their aid relations in order to become a more significant partner in a smaller number of countries?
- To achieve progress does the international community agree on the need to set a target, either the one proposed in the current report of reaching the DAC average concentration ratio or another one agreed on the basis of further work? Is the proposed target of 2015 feasible?
- Is it relevant to preserve multiple approaches to assess which countries are under-aided? Should a watch list be established around these criteria? Should more work be done to determine which of these criteria are most important?
- To what extent is it possible to achieve the dual purpose of reducing fragmentation and addressing the issue of under-aided countries?
- How could consensus be reached before Busan? What processes could stimulate political traction in this area? For example:
 - Discuss an aid orphan watch list with aid allocations experts (e.g. chief economists in aid agencies) in early 2011.
 - Put “improving aid allocations” on the menu of options to be discussed at the WP-EFF in March 2011 (proposal to reduce cross country fragmentation and to establish an aid orphan watch list).
 - Make aid allocations an agenda topic for the HLM (late Spring 2011).
 - Proposal on “Improved aid allocations” to be included in the draft outcome document of Busan mid 2011 and the final version end 2011.

Background Information:

- Robert Utz, World Bank, Will countries that receive insufficient aid please stand up? (2010)
- [Development Brief: “Aid Orphans: Whose Responsibility”](#) (October 2009)
- Draft 2010 OECD Report on cross country division of labour (October 2010)

- [OECD Report on Division of Labour: addressing fragmentation and concentration of aid across countries](#) (December 2009)
- FRIDE/DIE International Division of Labour -Towards a Criteria-led Process <http://www.fride.org/publication/686/international-division-of-labour:-towards-a-criteria-led-process> (2009)
- [A Framework on Broadening the International Dialogue on Cross-Country Division of Labour](#) (July 2009)
- Chairs' and DAC Secretariat's Summary of 1 December 2009 Workshop on global aid allocation patterns and cross country division of labour.

Annex 3: Participants List for Workshop on global aid allocation patterns and international division of labour

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