ADDRESSING THE BOUNDARY BETWEEN ODA AND TOTAL OFFICIAL SUPPORT FOR DEVELOPMENT (TOSD) IN THE FIELD OF PEACE, SECURITY AND JUSTICE

DAC Meeting, 3 July 2014

This document is submitted for DISCUSSION under Item 4 of the Draft Annotated DAC Agenda [DCD/DAC/A(2014)/9].

This note proposes a process and schedule for addressing the boundary between ODA and TOSD in the field of peace, security and justice.

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1. The Secretariat’s papers on modernising the measurement and monitoring of external development finance post-2015 have so far approached the issue of peace, security and justice in the context of the possible new measure of Total Official Support for Development (TOSD). Several members have however expressed the need to also review the ODA eligibility of expenditures in this area, and the DAC Bureau has specifically requested the Secretariat to outline a process and schedule for such discussions. This note presents a possible approach for discussion at the 3 July 2014 meeting of the DAC.

2. Figure 1 below illustrates the different dimensions of the discussion. The first dimension is about capturing the broader landscape of activities in support of peace, security and justice in developing countries as part of TOSD spending for enablers of development. The paper DCD/DAC(2014)35 addresses this dimension, presenting first ideas for a definition of TOSD for peace, security and justice. The second dimension is about the boundary between TOSD and ODA. The current Reporting Directives provide specific instructions on the eligibility of security expenditures within ODA. These were summarised in Box 1 of DCD/DAC(2014)7, annexed to this paper for ease of reference. The third dimension is about the channels of delivery, i.e. bilateral versus multilateral contributions to peace, security and justice. At present, the same ODA eligibility criteria apply to both types of contributions, but a coefficient has been estimated on the basis of these criteria to calculate the ODA share of UN Peacekeeping Operations.

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2. Further guidance is given in the 2007 casebook on peace and security activities which members have requested to be updated.
3. With a view to preparing a discussion on the boundary between ODA and TOSD, it should first be clarified whether members wish to limit the process to an update of the ODA eligibility criteria to reflect current realities of peace, security and justice assistance or whether a broadening of the criteria should also be considered. The list in the Annex could be used as a starting point for taking stock of members’ views in this regard and for identifying in which specific activity areas the ODA eligibility rules may need to be reviewed.

4. With respect to multilateral contributions, the discussion could be informed by the recent study commissioned by the UN Department for Peacekeeping Operations (DPKO) on the methodology for calculating the ODA coefficient for DPKO operations. Subject to confirmation by DPKO that more detailed programmatic information becomes available on the expenditures under the military components of the missions, there may be scope for revising the coefficient under the current rules, including looking at the feasibility of taking into account all missions in the basis for estimating the coefficient. The Secretariat will work on this issue in collaboration with the DPKO in the coming months. In the meantime, members could be invited to express their views on the second proposal of the report which concerns the list of eligible activities, as part of the feedback suggested in paragraph 3.

5. The Secretariat is looking at the timeline for the proposed update of the 2007 casebook on peace and security, and would suggest that this is planned for early 2015, to include any updates or adjustments members may agree upon.

6. As regards the process, members could be invited to provide written feedback on the issues mentioned in paragraphs 3-5 by 22 August, so that a paper taking stock of members’ positions on the current boundaries of ODA within the field of peace, security and justice could be prepared for discussion by the DAC at its meeting scheduled for 23 September 2014. During this meeting, members could also be invited to decide on how the issue would feature on the agenda of the October 2014 DAC SLM and the December 2014 DAC HLM.

3. A copy of the report and DPKO’s correspondence with the Chair was sent to members by email from Erik Solheim dated on 30 April 2014.
ANNEX 1. KEY ELEMENTS OF THE REPORTING DIRECTIVES CONCERNING ODA ELIGIBILITY OF SECURITY EXPENDITURE

[Extract from DCD/DAC(2014)7, Box 1. See also DCD/DAC(2013)15/FINAL, paragraphs 76-81 and the Case-book (2007).]

- Financing of military equipment and services – generally not ODA-eligible apart from additional costs incurred for the use of military personnel to deliver humanitarian aid or perform development services.

- Combatting terrorism – generally not ODA-eligible due to perceived links to domestic security.

- Expenditure on police training – ODA-eligible for routine police functions, but not for countersubversion, suppression of political dissidence or intelligence gathering on political activities.

- Peacekeeping – eligibility is restricted to expenditures within a UN context in nine activity areas, including security sector reform and other rule of law activities.

- Management of security expenditure – Strengthening of civilian oversight and broader public financial management is generally ODA eligible.

- Enhancing civil society engagement in security management – is generally ODA eligible.

- Security System Reform – non-military competence/capacity and planning activities to promote accountability are generally ODA eligible.

- Civilian Peacebuilding and Conflict Resolution – Aspects of this are ODA-eligible, excluding engagement with military strategy and defense co-operation.

- Reintegration of combatants and control of small arms – generally ODA-eligible with some limitations.

- Removal of land mines and unexploded ordnance – generally ODA-eligible.

- Child Soldiers – efforts to prevent and/or demobilise child soldiers are generally ODA-eligible.

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4. Disarmament of mass-destruction weapons and anti-proliferation of nuclear weapons is not mentioned in the Directives but is not considered as ODA-eligible.