



Part of the OECD Global Forum on Development

www.oecd.org/development/globalforum



ANNOTATED AGENDA

Ownership in Practice

Informal Experts' Workshop

Sèvres, 27-28 September 2007

*Supported by the French Ministry of Foreign Affairs
and the Development Finance Network (DEFINE)*

This **Annotated Agenda** is designed to guide participants through the Workshop's discussions, pointing them to important questions for each of the sessions. The questions herein are not comprehensive – participants should feel free to add to them, or to challenge their presumptions!

Workshop Venue

Centre international d'études pédagogiques

Sèvres, 27-28 September 2007
1, Avenue Léon Journault
92310 Sèvres, France
Phone: + 33 (0) 1 45 07 60 00

AGENDA OUTLINE

Day One

- 8:00 Registration and coffee
- 9:00 Welcome
- 9:15 **Session I:** Two dimensions of ownership
- 10:30 **Breakout Groups** on Democratic Ownership
- Groups A, B and C: Governments, NGOs and the institutions of democratic ownership
 - Group D: Parliaments, the media and the demand for democratic accountability
 - Group E: Think tanks, home-grown solutions and democratic legitimacy
- 12:30 Lunch
- 14:00 **Session II:** Democratic ownership, civil society and aid effectiveness
- 16:00 Coffee
- 16:30 **Session III:** Ownership in the Paris Declaration: Room for improvement?
- 18:00 Break / Preparations for Conference Dinner
- 19:00 Bus leaves for Conference Dinner

Day Two

- 8:00 Registration and coffee
- 9:00 Reflections on Day One and preparations for Day Two
- 9:15 **Session IV:** Capacity & best practices in coordinating a complex system
- 10:45 **Breakout Groups** on Ownership and Conditionality
- Groups A, B and C: Conditionality in recipient countries: how does it affect ownership?
 - Groups D and E: Donor-side constraints: what are the drivers of conditionality?
- 12:30 Lunch
- 14:00 **Session V:** Ownership and conditionality: a workable paradox?
- 16:00 Closing Session: The winding road to Accra
- 17:00 Conference ends

The Aims of the Workshop

It is perhaps easier to describe with what we are *not* aiming for: a theoretical or semantic discussion about the concept of ownership. Rather, we would like participants to discuss what ownership means *in practice*, focusing on concrete examples from developing countries. To this end, we have asked a wide range of experts from developing countries to take a leading role in the Workshop, sharing their expertise and insights on “democratic ownership” (Day One, Thursday) and “national leadership” (Day Two, Friday). Several of their input papers are available on the Global Forum website: www.oecd.org/development/globalforum.

Our ultimate goal is to formulate practical recommendations on how ownership might be improved, and to carry these recommendations forward to the 2nd Plenary of the Global Forum in May 2008, and to the 3rd High-Level Forum on Aid Effectiveness (HLF-III), to be held in Accra (Ghana) in September 2008.

The OECD Global Forum on Development: an informal dialogue space

The OECD Global Forum on Development, of which this Workshop is a part, is an informal dialogue space for complex issues. It is thus an ideal space for a discussion about a tricky subject such as ownership, which attracts very diverse views. We would like to encourage participants to approach the discussion with an open mind, focusing on creative and practical solutions. As participants are invited in their personal capacities, rather than as representative of their institutions, we hope they will speak freely, and we promise not to cite names when we report about the event.

Workshop Evaluation

We very much hope you find this Workshop useful from a professional perspective and enjoyable from a personal point of view. Please let us know what you think by filling in the Evaluation Form which will be distributed on Day Two. Your thoughts and suggestions are always welcome.

ANNOTATIONS

Day One, Thursday, 27 September 2007

8:00	Registration and coffee	
9:00	Welcome	Mario Amano , Deputy Secretary-General Organisation for Economic Co-operation and Development Jean-Marc Chataigner , Director of Cabinet State Secretariat for Cooperation and Francophony, France
	Chair:	Javier Santiso , Chief Economist and Acting Director OECD Development Centre

Session I: The two dimensions of Ownership (9:15 – 10:30)

“Ownership” is hardly a new principle in development co-operation. However, in the decade since the OECD DAC’s Report on *Shaping the 21st Century*, it has become *the* defining condition for successful donor-recipient relationships. International declarations, national development strategies and donor programmes agree: if a developing country does not “own” its development policies – and development finance system – then this system will not reduce poverty or achieve sustainable economic growth.

Unfortunately, if discussions during Year I of the OECD Global Forum on Development are anything to go by, examples of true developing-country ownership are rare. Participating experts have cited two major problems with ownership.

- The first lies in the lack of “democratic ownership”: citizens and local non-state actors are insufficiently involved in the functioning of the development finance system. This is despite agreement that participation, consultation, and dialogue with these actors are key ingredients of democratic accountability, contributing to a shared vision and legitimate ownership.
- The second problem lies in a lack of “national leadership”: donors still play the lead role in the planning and implementation of development programmes; developing-country administrations lack the capacity – or sometimes even the will – to track and manage a diversity of finance flows for development.

In this first Session, we would like to set the scene for the Workshop by outlining broadly the major issues related to ownership. We would also like to establish an overview of the various dialogue processes which are leading to next year’s HLF-III.

9:15	Session I: The two dimensions of ownership	
	Introduction:	Tony Tujan , Chair Reality of Aid Network Richard Carey , Director OECD Development Co-operation Directorate Yash Tandon , Executive Director South Centre
	Moderator:	Javier Santiso , Chief Economist and Acting Director OECD Development Centre

Breakout Groups on Democratic Ownership (10:30 – 12:30)

Few governments, donors or international organisations contest that civil-society participation is a critical element of success for any development or poverty-reduction strategy. However, as many of the experts attending our Global Forum Workshops have stressed, current participatory approaches remain “tokenistic”, for example in the context of Poverty Reduction Strategy Papers. There remains little space, time, and commitment to genuine public discussion about alternative policy options.

This criticism has been accompanied by a call for greater “democratic ownership”: poverty reduction strategies need to have greater legitimacy among citizens, and both governments and donors need to be held accountable for their use of development finance. A change in in-country dynamics is clearly needed.

The aim of our break-out groups is to explore the various roles that selected actors (NGOs, parliaments and the media, political parties, and think tanks) can play in building democratic ownership. Participants will formulate messages for developing-country policy makers, international donors and civil society organisations seeking to improve democratic ownership, focusing on how international processes such as the Accra HLF-III should address this weak spot in the reform agenda.

Discussions in each Group will revolve around two major questions and several sub-questions.

1. What role can NGOs / parliaments and political parties / the media / think tanks play in enhancing democratic ownership of development finance?

How successfully are these actors currently influencing the formulation and implementation of policies related to development finance? What are their major tools for doing so? Are there distinctions between different non-state actors? Which non-state actors have the greatest legitimacy in engaging in the policy debate, based, for example, on their representative function, their relation with government or their principle tasks?

How involved are these actors in demanding greater accountability for the use of development finance, including not only the use of aid, but also general budget planning and fiscal policy? Which actors are the most effective “watchdogs”, and which are good at stimulating domestic debate? Where do their comparative strengths lie?

How can collaboration between civil society groups improve to enhance their collective impact? What kind of external support is most useful?

2. How are recipient country governments responding to the call for greater democratic ownership?

To what extent has a new dialogue developed with civil society? Are there examples of good / bad practice by developing-country governments in establishing participatory approaches and increasing accountability?

What legal and regulatory frameworks are required for better democratic ownership? Specifically, how is the protection of human rights, such as the rights to expression or information, being protected in diverse country circumstances? Are tax exemptions an effective way of supporting civil society’s role?

Are governments making efforts to improve transparency standards and independent audits on the use of aid and development finance? Are they supporting an independent media and independent research by think tanks? How do experiences vary from country to country? What is the role of civic education on budgetary and fiscal issues? How could donors, in their dialogue with partner governments, effectively promote more democratic ownership without undermining domestic processes?

10:30 Breakout Groups on democratic ownership of development finance

Groups A, B and C: Governments, NGOs and the institutions of democratic ownership
Group D: Parliaments, political parties and the media: disseminating information and raising voices for more accountability
Group E: Think tanks, home-grown solutions and democratic legitimacy

Each Group will begin with a round of introductions, followed by short presentations by developing-country experts (5-10 min. each). Together with the facilitators, each group will be asked to formulate 2/3 recommendations for policy makers attending HLF-III in Accra.

Presenters:

Bisi Adeleye-Fayemi, African Women's Development Fund, Nigeria / Ghana

Mahfuz Anam, Daily Star Bangladesh

Fackson Banda, Rhodes University, South Africa

Jean-Christophe Bas, World Bank

Hon Geoffrey Ekanya, Member of Parliament, Uganda

Bakari Fofana, National Council of Civil Society Organisations, Guinea

Claude Gwed-Bi-Minyem, CAON, Cameroon

Don Marut, Institute for Social Transformation, Indonesia

Daisy Owomugasho, Uganda Debt Network

Mauricio Santamaría, Fedesarollo, Colombia

Viriato Tamele, Economic Justice Coalition, Mozambique

Ignacio Walker, Cieplan, Chile

André Urani, Federal University of Rio de Janeiro, Brazil

12:30 Lunch

Session II: Democratic ownership, civil society and aid effectiveness (14:00 – 16:00)

It seems that there is still no clear understanding of the roles civil society organisations may play in enhancing the quality of aid, and of development finance more generally. For example, whilst most studies concentrate on CSO participation in the formulation of policies, comparatively little thought is devoted to their involvement in the implementation and monitoring stages.

Further discussion is also needed on the diversity of civil society organisations and their distinct roles in development finance. Broadly defined, civil society organisations may include community-based organisations, women's organisations, farmers' associations, independent research institutes and think tanks, churches, labour unions, the media, and many other types of organisation. The distinction between advocacy and service delivery is also important in examining non-governmental organisations, as is the differentiation between international NGOs and those based in OECD countries and in developing countries.

This second Session will be introduced by two members of the Advisory Group on Civil Society and Aid Effectiveness, which, ahead of the Accra HLF-III, is aiming to improve understanding of the roles of civil society organizations (CSOs) in aid effectiveness. It will identify good practices by CSOs, donors and developing country governments in addressing issues related to civil society and aid effectiveness.

This Session will also provide an opportunity to raise many of the issues discussed in the morning's breakout groups with a wider number of participants.

14:00	Session II: Democratic ownership, civil society and aid effectiveness
	Introduction: Tony Tujan , Chair Reality of Aid Network Serge Snrech , Head of Office, Multilateral Issues Ministry of Foreign Affairs, France
	Moderator: Geert Laporte , Head of Institutional Relations European Centre for Development Policy Management
16:00	Coffee

Session III: Ownership in the Paris Declaration: What room for improvement? (16:30 – 18:00)

The Paris Declaration has been criticised for taking a state-centred approach to the principle of ownership. Whilst it does include commitments by partner countries to develop and implement strategies through a “broad, consultative process”, the indicator used to measure progress in this area does not clarify what such a consultative process might entail. The only ownership-related target calls for 75 per cent of countries to have operational development strategies for 2010, with “clear strategic priorities linked to a medium-term expenditure framework and reflected in annual budgets.” There is no target in support of civil society participation, parliamentary oversight, or access to information.

So does the Paris Declaration neglect the importance of civil society and democratic ownership? If so, is there any room for improvement ahead of the Accra HLF-III? Can new measurable targets be introduced? If yes, what kind of targets? If not, how can civil society actors be implicated more strongly in the debates on aid effectiveness?

This session will also examine the delicate role of external actors, particularly official donors, in helping to promote democratic ownership. How can they help create an enabling environment for CSO participation and democratic accountability, without actually undermining local processes, ownership or state sovereignty?

Which types of donor support are most legitimate? Are donor trends towards general budget support undermining their potential support for civil society? Also, do donors that work with northern NGOs and think tanks undermine the potential of generating home-grown solutions for development?

What do local actors primarily need from external supporters? What are their main capacity or resource gaps, and with what support instruments can these best be addressed?

How can donor programmes best respond to local specificities, national capacities and existing processes? How can local capacities best be mobilised in developing home-grown, evidence-based solutions to development challenges? What about the special situation of fragile-state environments? Are the criteria for participation and ownership different in these states - is it justifiable to make ownership less of a priority?

16:30	Session III: Ownership in the Paris Declaration: What room for improvement?
	Introduction: Mohammed Kabbaj , Deputy Director of Budget Ministry of Finance and Privatisation, Morocco
	Discussant: Ben Dickinson , Unit Manager, Conflict and Governance OECD Development Co-operation Directorate
	Moderator: James Deane , Head of Policy Development BBC World Service Trust
18:00	Break / Preparations for Conference Dinner
19:00	Bus leaves for Conference Dinner

Day Two, Friday, 28 September 2007

While discussions on Day One were devoted primarily to the relationship between governmental actors and a variety of civil-society counterparts, Day Two will focus on the donor-recipient relationship.

This relationship remains under considerable scrutiny. There is general acceptance that donor-driven development finance must give way to recipient country-led processes and policies. Indeed, it was this acceptance which led to the emergence of “ownership” and “partnership” as defining principles of development cooperation.

However, it seems that the country-level reality of donor-recipient relations remains far from matching international policy statements. The Paris Declaration attempts to address this gap. It calls on partner countries to take the lead in developing and implementing national development strategies, coordinating aid, and translating strategies into operational programmes. Donors, for their part, have committed to helping countries build capacity to take such leadership.

On Day Two, we would like to focus on two core difficulties with the implementation of the ownership principle. In Session IV, and in half of the morning’s breakout sessions, we will discuss the capacity of recipient countries to take ownership – or leadership – of an increasingly complex development finance system. In Session V, and in the remaining breakout sessions, we will identify the various constraints donors have in letting go of the reins.

The overarching question we have is: are these difficulties surmountable? How can they best be dealt with by policy makers?

8:00 Registration and coffee

9:00 **Reflections on Day One and preparations for Day Two**

Abdul Hannan, Head of Programmes
UNDP Zambia

Felix Zimmermann, Policy Analyst
OECD Development Centre

Session IV: Capacity & best practices in coordinating a complex system (9:15 – 10:45)

Throughout year I of the Global Forum on Development, the growing complexity of the development finance system was a recurrent theme. New financiers and instruments have given recipient countries more choice in financing their development, but have also brought new challenges. Often, developing-country administrations appear to lack the capacity to make the most of their many financing options.

In this fourth Session, participants will identify the major capacity gaps faced by developing countries in mobilising, tracking and harnessing diverse financial flows for development. On the basis of Workshop discussions and a number of input papers from developing-country experts, we will also attempt to compile some lessons about best practice in coordinating official and private donor activities.

The most frequently cited examples of lacking capacity relate to public financial management, statistical systems and monitoring tools. How are different developing countries progressing in monitoring and analysing public and private financial inflows? How do they categorise different forms of external assistance? Are they developing strategies for debt-relief, aid and financing? How do these strategies relate to internal policies on, for example, the balance of payments, budget and monetary sector?

How do the principal capacity gaps vary from country to country? What are the particular demands of weaker state administrations? Do countries have lessons to share in establishing technical and communication tools to understand and monitor budget policies?

Once capacity gaps have been identified, the question arises of how best to address these gaps. Donors have several capacity-building instruments in place, including forms of technical assistance, but these instruments have been criticised for not respond adequately to context-specific needs of countries, and not making sufficient use of capacities that already exist in developing countries.

Can increasing use be made of home-grown solutions and local capacities? What is the role of South-South cooperation? Is there a particular role for regional organisations? What forms of technical assistance are most legitimate and supportive of country leadership? What is the experience of donors that have engaged with developing countries in improving public accounting and transparency?

9:15	Session IV: Capacity & best practices in coordinating a complex system
Introduction:	John Lene Segbo , Director General Ministry of Finance and Budget, Burkina Faso
Discussant:	Matthew Martin , Director Development Finance Group
Moderator:	Mats Hårsmar , Chief Analyst, Department for Development Policies Ministry of Foreign Affairs, Sweden

Breakout Groups on Ownership and Conditionality (10:45 – 12:30)

Following Session IV, Break-out Groups A, B and C are designed to allow participants to explore the issue of developing-country leadership and capacity in greater depth. Following a quick round of introductions, each of these groups will continue with a presentation of country case studies prepared for the Workshop by local experts.

The case studies will outline what steps governments have been taking to improve ownership and implement the related Paris Declaration indicators. They will examine the impact of conditionality on the government's ability to take the lead in designing and implementing their chosen development policy. Finally, they will propose recommendations on how the donor-recipient relationship might improve to enhance ownership.

In the ensuing discussions, we would like participants to compare and contrast these experiences with their own experiences with developing-country administrations. Together with the facilitators, each Group will be asked to formulate 2/3 policy recommendations for policy makers attending the Accra HLF-III.

Breakout Groups D and E will focus on the donor side of the aid relationship, with the aim of identifying constraints donors face in letting go of the reins, i.e. in allowing partner countries to take the leading role called for in the Paris Declaration. Ahead of Session V of the Workshop, each Group will be asked to highlight 2/3 of the main constraints faced by donors, explain how these constraints translate into explicit – or implicit – forms of conditionality, and give some thought to how these constraints might best be removed to allow for greater developing-country ownership.

10:45 Breakout Groups on Ownership and Conditionality

Groups A, B and C: Conditionality in recipient countries: how does it affect ownership?
Groups D and E: Donor-side constraints: what are the drivers of conditionality?

Presenters:

Gover Barja, Catholic University of Bolivia

Simon Burall, Overseas Development Institute

Jean-Marc Chataigner, State Secretariat for Cooperation and Francophony, France

Lawrence F Connell, Department of State, United States

Olivier Consolo, Concord Europe

Opa Kapijimpanga, Institute for Policy Studies, Zambia

Gervase Maipose, University of Botswana

Nuria Molina, Eurodad

Bill Morton, North-South Institute

Sam Olofin, University of Ibadan, Nigeria

Pham Thi Thanh An, Ministry of Planning and Investment, Vietnam

Iacopo Viciani, ActionAid Italy

12:30 Lunch

Session V: Ownership and conditionality: a workable paradox? **(14:00 – 16:00)**

Despite agreement on the concept of ownership, donor agencies often have incentives that prevent them from “letting go of the reins”, and that induce them to attach policy or process-related conditions to their aid.

Some of their reasons for imposing such conditions may relate directly to the behaviour of recipient countries. If recipient countries have weak governance structures and accountability mechanisms, donors will seek stronger control of the use of aid. When administrative capacity is lacking in developing countries, donors will seek to ensure that adequate reporting and monitoring systems are in place, even if these are not “home-grown”.

Other incentives that lead to conditionality lie closer to home. Donor-country legislation may restrict an agency’s use of budget support as a modality. Parliamentary or media scrutiny may lead to the imposition of aid programmes that show quick results, rather than long-term development. Pressures from domestic constituencies may lead donors to focus on policies or sectors that are not a major priority for recipient-country policy makers.

In this fifth Session, participants will reflect on whether true developing-country ownership and donor-imposed conditions are at odds with each other and, if so, how they can be made more compatible. Can ownership be strengthened in ways that satisfy donor requirements? How are accountability mechanisms evolving in order to place greater emphasis on local systems?

Which forms of conditionality are particularly detrimental to developing-country leadership? How could these conditions be adjusted to give developing countries more space in designing their policies and processes? Finally, which examples of donor-recipient relationships can be identified and built upon as best practice?

14:00	Session V: Ownership and conditionality: a workable paradox?
Introduction:	Goodall E. Gondwe , Minister of Finance Malawi
Discussant:	Suman Bery , Director General National Council of Applied Economic Research, India
Moderator:	Lindsay Whitfield , Research Fellow Oxford University

Closing Session: The winding road to Accra (16:00 – 17:00)

2008 will be a key year for international development finance. The Accra HLF-III will hopefully signify progress in commitments on aid and aid effectiveness. The Monterrey Follow-up Conference in Doha will bring together the international community to assess the international community's efforts in raising overall volumes of aid and other finance flows for development. There will also be important G8 meetings presided by Japan, as well as a major TICAD conference. Last but not least, we will be organising the 2nd Plenary of the OECD Global Forum on Development in May.

We believe that the informal setting of the Global Forum provides an ideal opportunity to explore policy messages which can be developed in the above processes. In this closing session, we hope that participants will:

- help us develop a number of core messages of the Workshop;
- identify opportunities to deliver these messages to next year's policy processes; and
- share with us their views on how the debate on ownership should continue beyond Accra.

16:00 **Closing Session: The winding road to Accra**

Co-moderators: **Richard Manning**, Chair
OECD Development Assistance Committee
Helmut Reisen, Counsellor
OECD Development Centre

17:00 **Conference ends**