



Scaling Up: Aid Fragmentation, Aid Allocation and Aid Predictability



REPORT OF 2008 SURVEY OF AID ALLOCATION POLICIES AND INDICATIVE FORWARD SPENDING PLANS

OECD DEVELOPMENT ASSISTANCE COMMITTEE

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TABLE OF CONTENTS

ABBREVIATIONS AND ACRONYMS	III
ACKNOWLEDGEMENTS	III
OVERVIEW	IV
PART I. AID FRAGMENTATION AND CONCENTRATION	7
A. TOWARDS A BETTER DIVISION OF LABOUR	7
B. COUNTRY PROGRAMMABLE AID: A NEW MEASURE OF FRAGMENTATION AND PLANNED SPENDING	7
C. CONCENTRATION AND FRAGMENTATION AT THE GLOBAL LEVEL	8
D. POTENTIAL FOR DIVISION OF LABOUR BY SECTOR	11
E. MATRIX OF WHICH DONORS WORK IN WHICH PARTNER COUNTRIES	12
ANNEX I.1. DERIVING COUNTRY PROGRAMMABLE AID	18
PART II. AID PREDICTABILITY: COMMITMENTS AND PERFORMANCE	19
A. THE DAC SURVEY ON INDICATIVE FORWARD SPENDING PLANS	19
Survey Methodology and Coverage	19
B. MEETING THE TARGETS FOR ODA IN 2010 – HOW MUCH SCALING UP IS THERE?	20
Aggregate performance of all donors	20
Aid to Africa	21
C. WHERE WILL AID BE SCALED UP?	22
Scaling up by income group	22
Scaling up by region	23
Scaling up by countries	25
Planned decreases in CPA with a focus on countries of special concern	26
ANNEX II.1. OECD-DAC SECRETARIAT SIMULATION OF DAC MEMBERS' NET ODA VOLUMES IN 2010	27
ANNEX II.2. COVERAGE OF FORWARD PLANNING DATA TO 2010	29
ANNEX II.3. SURVEY METHODOLOGY AND ASSUMPTIONS	30
ANNEX II.4. COUNTRY PROGRAMMABLE AID, INDIVIDUAL COUNTRY ESTIMATES	31
PART III. DONOR PRACTICES ON FORWARD PLANNING OF AID EXPENDITURES	35
A. DONORS' COUNTRY ALLOCATION AND BUDGETARY PROCEDURES	35
B. SUMMARY OF DONOR PRACTICES	35
Overall budget framework for development co-operation	35
Planning at the operational level	36
ANNEX III.1. COMPENDIUM OF DONOR PRACTICES ON FORWARD PLANNING OF AID EXPENDITURES	39
AUSTRALIA	40
AUSTRIA	41
BELGIUM	42
CANADA	43
DENMARK	44
EUROPEAN COMMUNITY	45
FINLAND	46
FRANCE	47
GERMANY	48
GREECE	49
IRELAND	50
ITALY	51
JAPAN	52
LUXEMBOURG	53
NETHERLANDS	54
NEW ZEALAND	55
NORWAY	56

PORTUGAL	57
SPAIN	58
SWEDEN	59
SWITZERLAND	60
UNITED KINGDOM	61
UNITED STATES	62
WORLD BANK (IDA)	63
AFRICAN DEVELOPMENT FUND	64
ASIAN DEVELOPMENT FUND	65
INTER-AMERICAN DEVELOPMENT BANK	66
UNITED NATIONS CHILDREN'S FUND (UNICEF)	67
UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP)	68
UNITED NATIONS FUND FOR POPULATION ACTIVITIES (UNFPA)	69
THE GLOBAL FUND TO FIGHT AIDS, TUBERCULOSIS AND MALARIA (THE GLOBAL FUND)	70
GLOBAL ENVIRONMENT FACILITY (GEF)	71
BIBLIOGRAPHY	72

TABLES AND FIGURES

TABLE I.1. CONCENTRATION OF SURVEY DONORS	9
TABLE I.2. VIET NAM: CPA IN TOTAL AND TO SELECTED SECTORS	11
TABLE I.3. COUNTRY PROGRAMMABLE AID BY DONOR AND PARTNER	14
TABLE II.1. ESTIMATED CPA BY REGION	23
TABLE II.2. ESTIMATED CPA BY REGION	24
TABLE II.3. SCALING UP ALREADY PROGRAMMED – INCREASE ABOVE USD 100 MILLION	25
TABLE II.4. PROGRAMMED DECREASE IN CPA ABOVE USD 20 MILLION	26
TABLE III.1. DEVELOPMENT CO-OPERATION BUDGET TIMEFRAMES	35
FIGURE I.1. COMPOSITION OF GROSS BILATERAL ODA IN 2005	8
FIGURE I.2. NUMBER OF DAC DONORS AND MAJOR MULTILATERAL AGENCIES PER COUNTRY	10
FIGURE I.3. OPPORTUNITIES TO CONCENTRATE: NUMBER OF DONORS TOGETHER ACCOUNTING FOR LESS THAN 10% OF AID	10
FIGURE II.1. DONORS' PRIORITY PARTNER COUNTRIES	19
FIGURE II.2. GLOBAL: DAC MEMBERS' NET ODA AND CPA FOR 2001 – 2010	20
FIGURE II.3. AFRICA: DAC MEMBERS' NET ODA AND CPA FOR 2001 – 2010	21
FIGURE II.4. ESTIMATED CPA BY INCOME GROUP FOR 2005 AND 2010	22
FIGURE II.5. ESTIMATED CPA BY REGION	24

ABBREVIATIONS AND ACRONYMS

AfDB	African Development Bank
AfDF	African Development Fund
AsDB	Asian Development Bank
AsDF	Asian Development Fund
CCA	Common Country Assessments
CPA	Country programmable aid
DAC	Development Assistance Committee
GEF	Global Environment Facility
GNI	Gross National Income
IDA	International Development Association
IDB	Inter-American Development Bank
IFAD	International Fund for Agricultural Development
IFIs	International Financial Institutions
IMF	International Monetary Fund
LDC	Least developed country
LIC	Low-income country
LMIC	Lower middle-income country
MDGs	Millennium Development Goals
NGO	Non Governmental Organisation
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
PPP	Public Private Partnership
PRSP	Poverty Reduction Strategy Paper
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations Children's Fund
UMIC	Upper middle-income country

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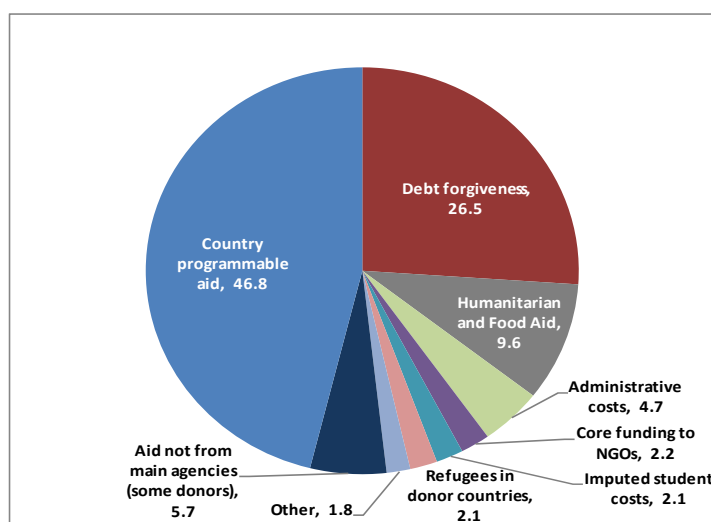
OVERVIEW

It is nearly three years since members of the Development Assistance Committee (DAC) announced renewed commitments to increase Official Development Assistance (ODA) to coincide with the Millennium+5 Summit in New York. The DAC Secretariat calculated that, if delivered, these commitments would amount to an additional USD 50 billion of ODA by 2010 (in 2004 dollars).

As part of monitoring the delivery of these commitments, the DAC conducted its first full annual Survey on Aid Allocation Policies and Indicative Forward Spending Plans in late 2007 and early 2008. The Survey helps to identify resource gaps and opportunities for scaling up in individual partner countries. This report is a key stimulus to improving the **medium term predictability of aid**, as called for in the Paris Declaration and by the UN Secretary General's MDG Africa Steering Group. It is intended to inform discussion at major development events in 2008, especially on predictability and division of labour at the Third High Level Forum on Aid Effectiveness (Accra, September) and on ODA financing at the Follow-up International Conference on Financing for Development (Doha, November/ December).

The report uses a new measure of the amount of aid that can be programmed at the country level: **country programmable aid (CPA)**. In 2005 – the baseline year for the Survey – CPA was USD 60 billion. Some USD 47 billion of this was from bilateral donors, equal to 46% of their gross bilateral ODA. The main exclusions are debt relief, humanitarian aid, NGO funding, and administrative, imputed student and in-donor refugee costs. The 33 donors covered by the Survey provided information on forward spending to 2010 that covered 56% of their total CPA. Estimates were made for the balance¹.

Country programmable aid: a pertinent measure
Composition of gross bilateral ODA in 2005 (total USD 102 billion)

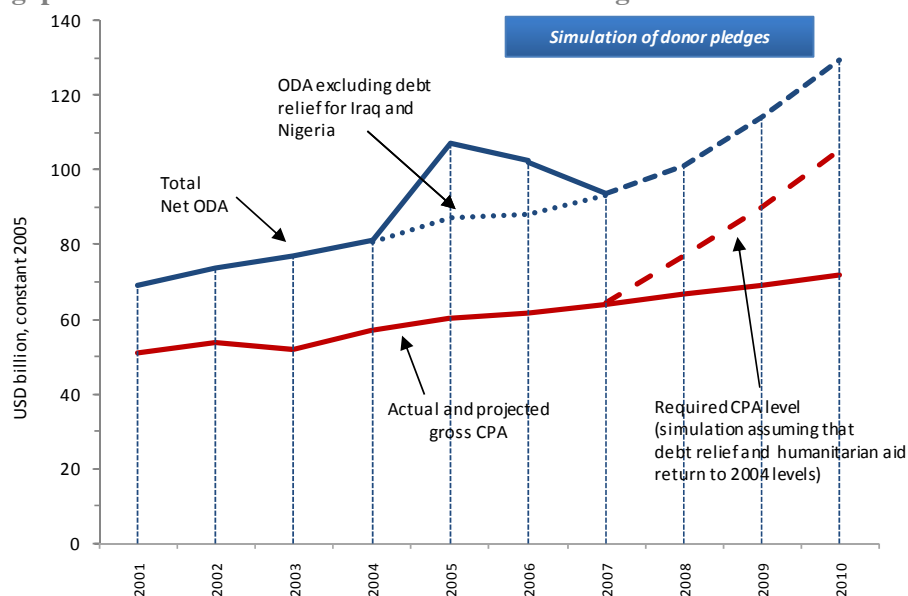


The category *Other* includes: development research in donor country, promotion of development awareness and aid extended by local governments in donor countries.

The first issue of predictability is delivering on **global commitments**. The Survey results show that so far CPA is programmed to increase by 2010 by nearly USD 12 billion over 2005 (on top of the extra USD 5 billion delivered in 2005 compared to 2004). Recent record replenishments of IDA and the African and Asian Development Banks will add around a further USD 4 billion of ODA to this figure in 2010 for deposits of promissory notes. Thus USD 21 billion of the USD 50 billion promised by 2010 is already delivered or in the planning figures. But, assuming that debt relief and humanitarian aid return to 2004 levels by 2010, this leaves nearly USD 30 billion in 2004 dollars – about USD 34 billion in 2007 dollars – still to be programmed into donor budgets if the commitments for aid levels in 2010 are to be fully met. This possible funding gap is illustrated below – the difference between donors' forward projections (solid red line) and required CPA level if all donors fulfil their pledges (dotted red line).

¹ Japan was unable to provide estimates covering all its forward spending, but provided provisional data on CPA in 2007 on which the Secretariat based its projections. The United States does not issue or approve global forecasts on projected ODA. The amounts included in this report are Secretariat estimates based on public announcements and projecting past aid flows.

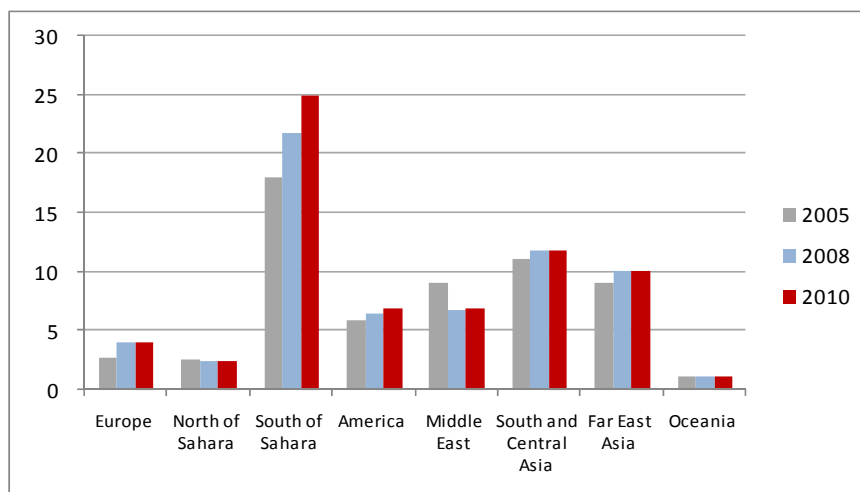
A gap to close: DAC members' total net ODA and gross CPA for 2001 – 2010



Note: Net ODA for 2007-2010 is estimated by the DAC Secretariat.
CPA for 2007-2010 is based on Survey returns and estimates by the DAC Secretariat.

There has been slightly better progress on delivering on promised increases in **aid to Africa**. In 2005 at the EC Council in May and the Gleneagles summit in June, donors made commitments to Africa and sub-Saharan Africa that amounted to an increase of USD 25 billion (in 2004 dollars) in aid to Africa by 2010. At the half way point, net ODA to Africa is estimated to have increased by some USD 7 billion since 2004. The Survey shows a further USD 4 billion programmed for 2008 to 2010, still leaving some USD 14 billion to be programmed, assuming debt relief and humanitarian aid return to 2004 levels.

Scaling up: more projected for sub-Saharan Africa, but well below commitments (Gross CPA disbursements – constant 2005 USD billion)



The second issue is improving **aid predictability at the country level**. This will be achieved primarily in discussions between governments and their development partners. This means providing reliable information on future aid levels whether aid is due to be scaled-up, remain flat, or decrease. As background, the Survey provides a broad indication of trends in future aid levels² for each of 153 partner countries. It shows that 102 countries can expect a real increase in their aid by 2010, 33 of them by USD 100 million or more. In contrast, on current programming figures, supplemented by past trends, 51 countries can expect a decrease in aid by 2010. For some, such as China, Egypt, India and Thailand, this is a continuation of a process of graduating from aid. But aid to eight LDCs and four fragile states is expected to fall by over USD 20 million. These cases deserve particular attention.

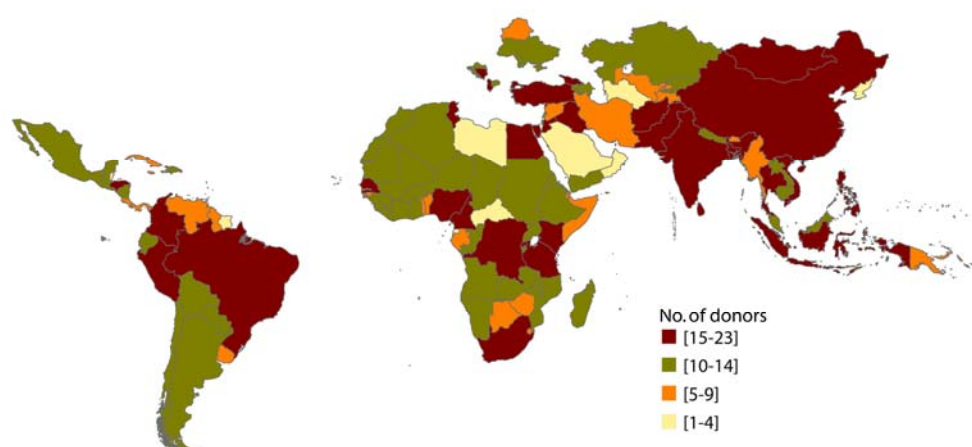
² The data **do not reflect commitments** to future aid levels, **but projected CPA disbursements** for each partner country as reported by DAC members and major multilateral agencies, supplemented by DAC Secretariat estimates.

The Survey is most useful for reviewing **global aid allocations**, a process which necessarily starts in headquarters. It provides information for the first time on the likely outcome of allocation decisions taken individually by 33 bilateral and multilateral donors. Combined with analysis of existing aid allocation patterns contained in *Part I* of the report, the information can help to address the existing **fragmentation of aid** and provide essential information to take forward action on improving the **division of labour** between donors.

In 2005-06, 38 partner countries had 25 or more DAC and multilateral donors. In 24 of these countries, 15 or more donors collectively provided less than 10% of that country's total aid. At the other extreme, 38 countries - mostly small island states - had fewer than 10 donors in total. These results - especially when further analysed by the sectors in which each donor is operating - offer insights into where it might be possible to reduce the number of actors that each partner has to deal with. At the same time, they make it clear that in some countries, usually fragile states, there is a need for more, not fewer, donors in order to improve diversification and scale-up aid without incurring undue transaction costs.

Aid Fragmentation: too many donors contributing too little?

Number of donors together providing just one tenth of a country's aid
(Gross disbursements of CPA, 2005-06)



The number of partners per donor varies greatly. Unsurprisingly, the three largest bilateral donors - US (128 partners), Japan (135) and the EC (144) - top the list. Canada, France, Germany, The Global Fund, UNICEF, UNDP and UNFPA each work in over 100 partners. At the other end of the scale, Greece, Luxembourg, New Zealand, AsDF, AfDF, and IDB each work in fewer than 50 partners, with Portugal (20) having the fewest. Fragmentation is reduced when a donor provides above its average share of global CPA to more of its partners. The IDB, with its regional focus, is above its global share in all its 24 partners. But larger donors, such as the EC, Germany and Spain, achieve an above average share in the majority of their partners. And even where a donor is below its global share in a country, it can still be a major player in a sector within that country, for example Austria in the health sector in Viet Nam.

The Survey reviewed **donor practices on forward planning of aid expenditures**. It showed that while budgets remain annual, as approved by parliament, most donors operate multi-year programming frameworks, which include information on planned expenditure. For DAC bilateral donors, forward planning is generally limited to their priority partner countries. With the exception of the United States, all members have a named group of priority partners and several are in the process of further concentrating their aid. The extent to which information is shared with partner countries varies. Some donors include indications of future funding levels in signed co-operation agreements; others share the information on an informal, non-committal basis; yet others do not share the information or share it only with selected partners or in relation to budget support. Multilateral donors' forward planning data cover all their aid partners. They make use of resource allocation models, based on country needs and performance.

The report is organised in three parts. *Part I* examines existing patterns of aid fragmentation and concentration, using maps and a powerful matrix that shows the degree to which 33 donors are operating in 153 partner countries. *Part II* looks forward to the delivery of commitments on future aid levels in total and where aid is likely to be scaled up or scaled back. *Part III* summarises donors' country allocation and budgetary procedures and practices and the degree of transparency in sharing forward spending information at the country level, with a compendium showing practice for each donor.

PART I. AID FRAGMENTATION AND CONCENTRATION

A. Towards a better division of labour

1. The Paris Declaration noted that excessive fragmentation of aid at the global, country or sector level impairs aid effectiveness. It called for increased donor complementarity through delegated authority to improve division of labour and reduce transaction costs. Division of labour needs to be pursued both in-country and cross-country.

2. **In-country** division of labour requires strong local ownership of the development agenda. A few partner countries have shown how to play a key role in reshaping in-country division of labour among their donors. The European Union produced a Code of Conduct on Division of Labour in Development Policy in May 2007. It provides an example of a model for addressing these issues. It enshrines partner country leadership and ownership, use of lead donor arrangements, and concentration on a maximum of three sectors per donor in a country (in addition to general budget support). In advance of the Accra High Level Forum on Aid Effectiveness in September 2008, a Task Team of the DAC Working Party on Aid Effectiveness is looking at lessons from these experiences that could inform more general principles, including practices that preserve a donor's stake while reducing transaction costs, such as delegated co-operation, silent partnerships and pooled funding.

3. **Cross-country** division of labour has so far received less attention. This report is designed to address that imbalance. This first full DAC Survey of donors' forward spending plans (see *Part II*) and analysis of existing aid fragmentation and concentration provides the basic information required to enable adjustments in aid allocations among countries. The data show, for example, that in 2005-06, 38 partner countries had 25 or more DAC and multilateral donors. In 24 of these countries, 15 or more donors collectively provided less than 10% of that country's total aid. At the other extreme, 38 countries - mostly small island states - had fewer than 10 donors in total. These results - especially when further analysed by the sectors in which each donor is operating - offer insights into where it might be possible to reduce the number of actors that each partner has to deal with. At the same time, they make it clear that that in some countries, usually fragile states, there is a need for more, not fewer, donors in order to improve diversification and scale-up aid without incurring undue transaction costs.

B. Country Programmable Aid: a new measure of fragmentation and planned spending

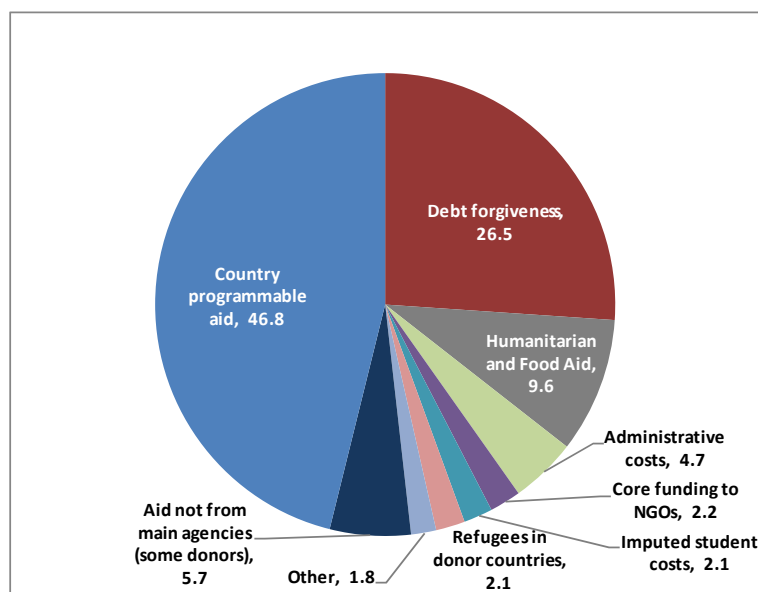
4. Analysis of fragmentation and planned spending makes sense only for ongoing co-operation programmes in each country. DAC members and observers, including the IMF, World Bank and UNDP collaborated to develop a methodology to underpin the Survey of future spending plans and the analysis in this report. They developed a new measure: country programmable aid (CPA).

Country Programmable Aid

CPA reflects the amount of aid that can be programmed at partner country level. CPA is defined through exclusion, by subtracting from total gross ODA aid that is: unpredictable by nature (humanitarian aid and debt relief); entails no cross-border flows (administrative costs, imputed student costs, promotion of development awareness, and research and refugees in donor countries); does not form part of co-operation agreements between governments (food aid and aid from local governments); or is not country programmable by the donor (core funding of NGOs). See *Annex I.1* for definitions and a comparison of CPA to total ODA by donor. As shown in *Figure I.1*, in 2005 nearly half of DAC members' gross bilateral ODA was estimated to be country programmable. For reference, CPA was 62% of gross ODA in 2004, which is more in line with historical trends for years without exceptional debt relief. CPA data in this report are given on a gross disbursement (actual and planned) basis at constant 2005 prices and exchange rates to the USD.

5. In addition to excluding aid that is not programmable at the country level, the fragmentation analysis excludes "noise" generated by small, non-government-to-government aid activities, which do not induce transaction costs. The Secretariat applied a threshold level of USD 250,000; co-operation programmes below this threshold level are excluded from the analysis in *Part I* of this report.

Figure I.1. Composition of gross bilateral ODA in 2005
(total USD 102 billion)



The category *Other* includes: development research in donor country, promotion of development awareness and aid extended by local governments in donor countries.

6. The report covers the 33 donors included in the first full DAC Survey on Aid Allocation Policies and Indicative Forward Spending Plans. These were all DAC members and major multilateral agencies - the World Bank, the regional banks (African Development Bank, Asian Development Bank, Inter-American Development Bank), the global funds (The Global Fund to fight AIDS, Tuberculosis and Malaria, Global Environment Facility) and the main UN organisations (UNDP, UNICEF, UNFPA, IFAD).

7. In 2005, DAC members provided USD 47 billion of bilateral CPA, some 46% of their total bilateral gross ODA in that year, as shown in *Figure I.1*. For multilateral agencies, CPA consists of core-funded expenditures on operational activities in partner countries. The CPA of the multilateral organisations covered amounted to USD 13.6 billion in 2005.

C. Concentration and fragmentation at the global level

8. *Table I.1* provides a picture of concentration and fragmentation from the donor's point of view by measuring the spread of each donor's co-operation programme. Column A shows each donor's average CPA in 2005 and 2006. Column B shows each donor's share of global CPA in those years. The United States (21.7%), Japan (14.1%), IDA (13.4%) and the EC (10.4%) each accounted for over 10% of global CPA. Portugal, Luxembourg, New Zealand, GEF and Greece each accounted for just 0.2%.

9. Column C shows the total number of partners for each donor, which ranges from 144 for the EC to 20 for Portugal. Column D shows the number of partner countries to which the donor extended more than its average share of global CPA. Column E shows what percentage of a donor's total number of partners these countries accounted for. The larger the percentage, the more concentrated is the donor's co-operation programme. The concentration measure ranges from 100% for the Inter American Bank Special Fund, with its concentration on the Latin America region, to 27% for the United States, with its large share of global CPA and programmes in 128 countries.

10. Each donor shaded in *Table I.1* had a concentration measure below 50%, i.e. their share of CPA to the majority of their partners was below their global share of total CPA. This reflects both programmes that mainly target a few large partner countries and programmes that are spread over a large number of partner countries. In the latter case, this indicates opportunities for donors to focus their aid in order to become more significant partners, albeit in a smaller number of countries.

11. The map in *Figure I.2* shows the number of Survey donors present in each country; the maximum was 30 (China and Mozambique) and the minimum 1 (Mayotte). Each grouping presented in the map is equal in size (i.e. each category contains the same number of partner countries). In 2005-06, 38

partner countries³ had 25 or more DAC and multilateral donors. At the other extreme, 38 countries⁴ – mostly small island states – had fewer than 10 donors in total.

Table I.1. Concentration of Survey donors
(Gross disbursement average 2005-06)

	Total CPA – DAC standard definition (USD million)	Donor's share of total CPA	Total no. of partners	No. of partners above average share	Concentration measure (D as % of C)
	A	B	C	D	E
United States	12,967	21.7%	128	34	27%
Japan	8,416	14.1%	135	44	33%
EC	6,219	10.4%	144	82	57%
United Kingdom	3,177	5.3%	93	36	39%
France	2,740	4.6%	123	50	41%
Germany	2,723	4.5%	110	59	54%
Netherlands	1,601	2.7%	93	42	45%
Sweden	1,080	1.8%	91	44	48%
Norway	1,003	1.7%	88	42	48%
Canada	974	1.6%	100	35	35%
Australia	955	1.6%	50	24	48%
Denmark	905	1.5%	71	27	38%
Spain	831	1.4%	81	42	52%
Italy	519	0.9%	76	32	42%
Switzerland	501	0.8%	86	38	44%
Belgium	498	0.8%	83	39	47%
Ireland	347	0.6%	56	23	41%
Finland	241	0.4%	62	27	44%
Austria	158	0.3%	53	27	51%
Portugal	146	0.2%	20	11	55%
Luxembourg	128	0.2%	40	25	63%
New Zealand	122	0.2%	43	25	58%
Greece	119	0.2%	34	23	68%
Total DAC members	46,372	77.4%			
IDA	8,012	13.4%	76	50	66%
AsDF	1,372	2.3%	26	18	69%
The Global Fund	1,104	1.8%	104	65	63%
AfDF	926	1.5%	37	32	86%
IDB Sp.Fund	479	0.8%	24	24	100%
UNICEF	475	0.8%	120	67	56%
UNDP	402	0.7%	120	72	60%
IFAD	328	0.5%	72	52	72%
UNFPA	276	0.5%	112	67	60%
GEF	139	0.2%	66	41	62%
Total major multilaterals	13,513	22.6%			
Total	59,886	100.0%			

* The CPA figures are average 2005 and 2006 disbursements, but exclude small programmes below the threshold of USD 250,000 and amounts in regional /multi-country categories.

Shaded rows indicate donors that extend CPA to the majority of their partner countries at a lower level than their average share of global CPA. This reflects programmes that are spread over a large number of partner countries and, in some cases, programmes that target a few large partner countries with a long tail in other countries.

³ Afghanistan, Albania, Angola, Bangladesh, Bolivia, Bosnia-Herzegovina, Brazil, Burundi, Cambodia, Cameroon, China, Colombia, Congo, Rep., Egypt, El Salvador, Ethiopia, Honduras, India, Indonesia, Iraq, Kenya, Laos, Mozambique, Nepal, Nicaragua, Pakistan, Peru, Philippines, Rwanda, Senegal, Serbia, South Africa, Sri Lanka, Sudan, Tanzania, Uganda, Viet Nam and Zambia.

⁴ Anguilla, Antigua & Barbuda, Barbados, Belize, Comoros, Cook Islands, Dominica, Equatorial Guinea, Fiji, Grenada, Kiribati, Libya, Marshall Islands, Mauritius, Mayotte, Micronesia Fed. Sts., Montserrat, Nauru, Niue, Oman, Palau, Samoa, Saudi Arabia, Seychelles, Solomon Islands, St. Kitts-Nevis, St. Lucia, St. Vincent & Grenadines, St. Helena, Suriname, Tokelau, Tonga, Trinidad & Tobago, Turkmenistan, Turks & Caicos Isl., Tuvalu, Vanuatu, and Wallis & Futuna.

Figure I.2. Number of DAC donors and major multilateral agencies per country
(Gross disbursements of CPA, 2005 -06)

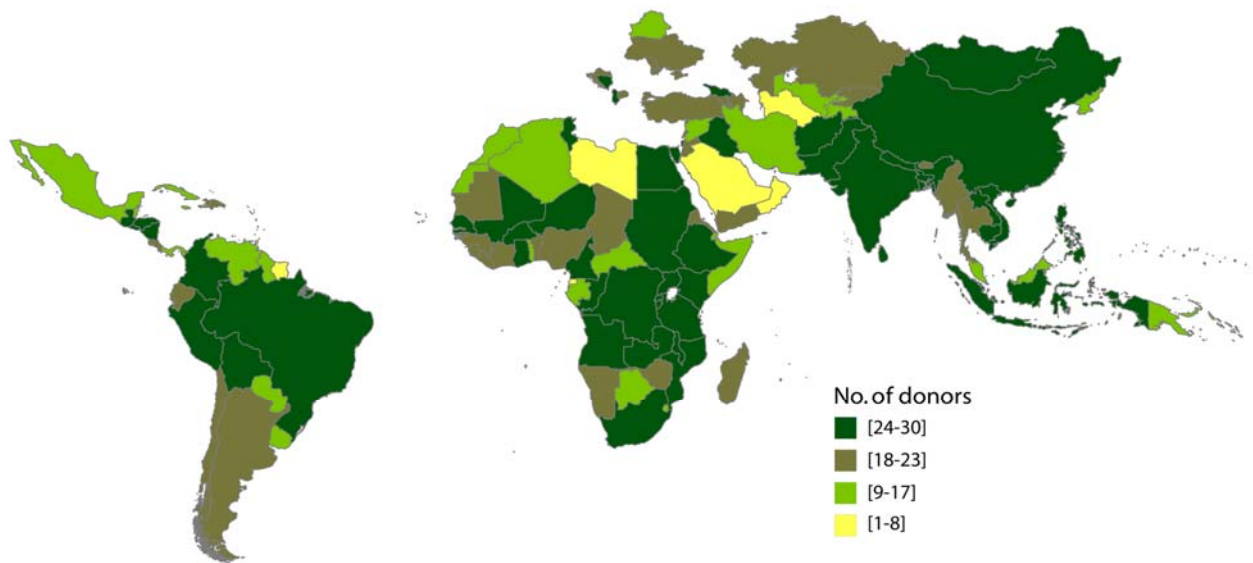
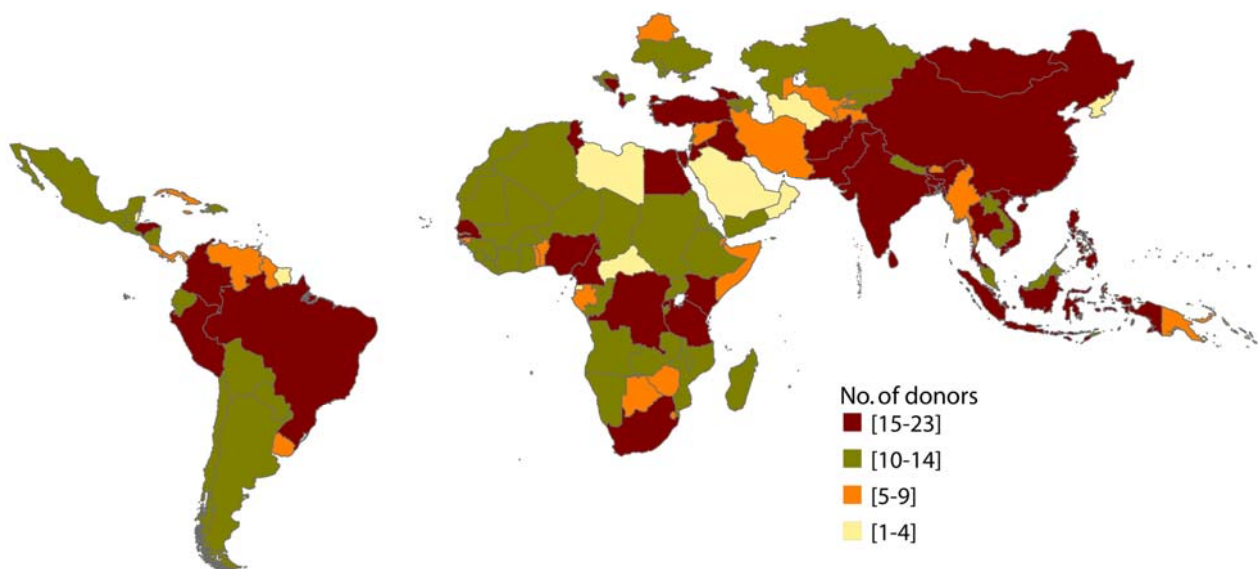


Figure I.3. Opportunities to concentrate: Number of donors together accounting for less than 10% of aid
(Gross disbursements of CPA, 2005-06)



12. Fragmentation is significant when partner countries have to deal with a large number of donors that provide a small share of CPA. This may weaken ownership and burden already limited institutional capacity. The more donors that combined represent just 10% of CPA, the more severe is fragmentation. When 15 or more donors combined extended just 10% of CPA, fragmentation is considered an issue. This is demonstrated in the map in *Figure I.3*, which highlights the 32 countries,⁵ countries where there are the greatest opportunities for donors to concentrate more. *Table I.3* in Section E provides detail of which donors are working in which partner countries.

D. Potential for division of labour by sector

13. One way to reduce the effects of fragmentation and reduce transaction costs is for donors, especially small ones, to concentrate their aid at sector level. Viet Nam, with 29 donors, 17 of them cumulatively accounting for just 10% of its aid, provides a good example of the scope for such rationalisation. There are 24 donors in the health sector and yet, Austria which ranks as the smallest donor with 0.04% of all aid to Viet Nam, ranks as third in the health sector, with 9.3% of aid to health in Viet Nam. Switzerland provides another example of specialisation. It is the 16th largest donor to Viet Nam with 0.9% of total aid, ranks last in the health sector, but 9th in the economic infrastructure sector, with a 3.8% share.

**Table I.2. Viet Nam: CPA in total and to selected sectors
(average 2005-06)**

Country level			Health			Economic Infrastructure		
Donor	CPA share	Cumulative	Donor	CPA share	Cumulative	Donor	CPA share	Cumulative
Japan	34.5%	34%	Japan	22.9%	23%	France	22.8%	23%
IDA	18.3%	53%	United States	18.6%	41%	Japan	21.8%	45%
AsDF	10.0%	63%	Austria	9.3%	51%	Germany	15.3%	60%
France	5.8%	69%	France	6.7%	57%	Denmark	6.4%	66%
United Kingdom	4.2%	73%	EC	6.1%	64%	Belgium	6.1%	72%
Denmark	3.5%	76%	Germany	5.8%	69%	Netherlands	5.4%	78%
Germany	3.0%	79%	The Global Fund	5.4%	75%	EC	4.2%	82%
Netherlands	2.9%	82%	Luxembourg	4.1%	79%	Sweden	3.9%	86%
Canada	2.6%	85%	United Kingdom	3.0%	82%	Switzerland	3.8%	90%
Australia	2.4%	87%	Finland	2.5%	84%	<i>Norway</i>	2.5%	92%
Sweden	2.1%	89%	Belgium	2.5%	87%	<i>Australia</i>	1.9%	94%
EC	2.1%	91%	UNICEF	2.4%	89%	<i>Canada</i>	1.6%	96%
<i>United States</i>	1.6%	93%	IDA	2.2%	91%	<i>United Kingdom</i>	1.4%	97%
<i>Finland</i>	0.9%	94%	<i>Sweden</i>	2.1%	94%	<i>Finland</i>	1.0%	98%
<i>Belgium</i>	0.9%	95%	<i>Netherlands</i>	2.0%	95%	<i>United States</i>	0.9%	99%
<i>Switzerland</i>	0.9%	96%	<i>Spain</i>	1.1%	97%	<i>Ireland</i>	0.5%	99%
<i>Norway</i>	0.7%	96%	<i>Canada</i>	0.9%	97%	<i>Luxembourg</i>	0.4%	100%
<i>Spain</i>	0.7%	97%	<i>New Zealand</i>	0.7%	98%	<i>New Zealand</i>	0.1%	100%
<i>Luxembourg</i>	0.5%	98%	<i>Ireland</i>	0.7%	99%	<i>Spain</i>	0.0%	100%
<i>The Global Fund</i>	0.4%	98%	<i>Norway</i>	0.4%	99%			
<i>IFAD</i>	0.4%	98%	<i>Australia</i>	0.4%	100%			
<i>UNFPA</i>	0.3%	99%	<i>Denmark</i>	0.2%	100%			
<i>UNDP</i>	0.3%	99%	<i>UNAIDS</i>	0.2%	100%			
<i>Ireland</i>	0.3%	99%	<i>Switzerland</i>	0.0%	100%			
<i>UNICEF</i>	0.2%	100%						
<i>New Zealand</i>	0.2%	100%						
<i>Italy</i>	0.1%	100%						
<i>GEF</i>	0.1%	100%						
<i>Austria</i>	0.0%	100%						
Total CPA (USD mill.)	1,996		Total health (USD mill.)	111		Total Economic Infrastructure (USD mill.)	61	

Countries in italics together provide less than 10% of aid in that sector/in total.

⁵ Afghanistan, Albania, Bangladesh, Bosnia-Herzegovina, Brazil, Cameroon, China, Colombia, Congo, Dem.Rep., Egypt, Georgia, Honduras, India, Indonesia, Iraq, Jordan, Kenya, Mongolia, Nigeria, Pakistan, Peru, Philippines, Rwanda, Senegal, Serbia, South Africa, Sri Lanka, Tanzania, Thailand, Tunisia, Turkey, Viet Nam.

E. Matrix of which donors work in which partner countries

14. The maps provide a quick overview of fragmentation and concentration. But if this analysis is to bring about changes in aid allocation choices, donors and partners need detail of which donors work in which partners. The matrix in *Table 1.3* provides this. It uses highlighting to indicate donors that are main players in a partner and partner countries that receive an 'above average' share of a donor's CPA.

15. The matrix contains the following information:

- a) CPA to 153 partner countries from 23 DAC donors and 10 multilateral organisations in 2005 and 2006 (5th column) and average per donor (6th column);
- b) Number of donors per partner (2nd column);
- c) Number of partners per donor (2nd row);
- d) Each donor's CPA (5th row), average per partner (6th row) and share of global CPA from all donors (7th row);
- e) Each donor's share of total CPA to each the partner - in percentages (main part of the matrix);

16. The matrix uses highlighting to denote three categories:

- a) Category A – 'above average' partners. These are partners to which the donor extends more than its average share of global CPA (as given in the 7th row). Cells in Category A are shaded solid grey or with vertical lines.
- b) Category B – 'main donors'. These are donors that cumulatively provide over 90% of CPA to that partner. Cells in Category B are shaded solid grey or with horizontal lines.
- c) Category A and B – donors that are in both categories. These cells are shaded solid grey to denote that the donor extends more than its average share of global CPA to that partner **and** is one of the donors cumulatively providing over 90% of CPA to that partner.⁶

17. The matrix can be read as follows:

Albania – had 26 donors in 2005-06 (2nd column); it received CPA of USD 296 million (5th column). Over 90% of its aid was from just 11 donors (3rd column) and for 7 of those donors, Albania was a partner that received an above average share of their CPA (4th column). 15 donors collectively provided less than 10% of its aid (unshaded and vertically shaded cells).

Austria – provided 1.5% of Albania's CPA, which is above Austria's 0.3% share of global CPA (7th row) and so shaded with vertical lines. Austria had 53 partners (2nd row), and in 27 of them (3rd row) it gave above its average 0.3% share of global CPA and in 7 of them (4th row) it was also among the donors that cumulatively provided over 90% of CPA (shaded solid grey).

Germany – provided 8.8% of Albania's CPA, which is above Germany's 4.5% share of global CPA (7th row). It is shaded solid grey as it was also among the donors that cumulatively provided over 90% of CPA to Albania.

18. The matrix can be used to help donors and partners achieve a better division of labour. This can take a variety of forms, such as:

- focusing on fewer partners while playing a bigger role in each;
- concentration on fewer sectors in each partner;
- delegating co-operation to another donor to reduce the number of actors a partner has to deal with.

⁶ Donors that individually provide over 50% of aid to a partner are shaded in dark grey

In further work, the Secretariat will produce matrices for the major sectors to show the scope for sectoral concentration. On the other hand, the matrix shows that in some countries, many of which are fragile states, there is a need for more, not fewer, donors in order to improve diversification and scale-up aid without incurring undue transaction costs

Table I.3. Country Programmable Aid by donor and partner
Average CPA in 2005 and 2006 (in 2005 USD) from 33 donors to 153 partners

Key:
 ■ Category A applies to donors (columns). It highlights 'above-average' partners for that donor, i.e. the donor extends more than its average share of global CPA to that partner (Row 7).
 ■ Solid grey when the donor is also in Category B (one of the donors cumulatively providing over 90% of CPA to that partner). Vertical lines when it is in the last decile of donors to that partner.
 ■ Category B applies to partners (rows). It highlights donors that are main players for that partner, i.e. those cumulatively providing over 90% of CPA to that partner.
 ■ Solid grey when the donor is also in Category A (extends more than its average share of global CPA to that partner). Horizontal lines when extends less than its average share of global CPA to that partner.
 * Fragile State

Source: OECD-DAC May 2008. Cells with data, but without highlighting, denote that the donor is in the last decile of donors to that country and the country is not an above-average partner for that donor. Percentages (rows sum to 100%).

Partners	Number of donors		Donors in Cat. A & B		CPA (USD mn.)	Average CPA per donor (USD mn.)	Australia	Austria	Belgium	Canada	Denmark	Finland	France	Germany	Greece	Ireland	Italy	Japan	Luxembourg	Netherlands	New Zealand	Norway	Portugal	Spain	Sweden	Switzerland	United Kingdom	United States	EC	AfDF	ASDF	GEF	The Global Fund	IDB Sp. Fund	IFAD	UNDP	UNFPA	UNICEF				
Number of partners							Donors in Cat. A																								Donors in Cat. B											
No. of partners in Category A							No. of partners in Categories A & B																								No. of partners in Category B											
CPA (USD Million)							CPA (USD Million)																								CPA (USD Million)											
Average CPA per partner (USD million)							Average CPA per partner (USD million)																								Average CPA per partner (USD million)											
Donors' share of global CPA (in %)							Donors' share of global CPA (in %)																								Donors' share of global CPA (in %)											
Europe			North of Sahara																								South of Sahara															
Albania	26	11	7	296	11	-	1.5	0.1	0.2	0.1	0.2	1.0	8.8	7.1	0.3	8.2	4.0	0.6	2.4	-	1.9	-	1.7	3.5	3.1	1.2	13.8	25.4	-	-	-	0.1	-	13.3	-	0.5	0.6	0.2	0.4			
Belarus	14	7	5	36	3	-	0.8	-	1.3	2.0	-	2.2	13.0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2.0	0.8	2.0				
Bosnia-Herzegovina	26	11	7	425	16	-	3.9	0.2	1.0	0.2	0.9	0.5	3.1	1.1	0.4	0.9	4.0	3.0	-	-	4.1	1.8	4.7	9.9	3.2	1.4	13.0	31.7	-	-	-	-	0.2	9.6	-	0.7	0.2	0.1	0.2			
Croatia	18	6	5	145	8	-	2.6	0.6	0.2	0.3	-	1.9	5.6	-	-	-	0.3	0.6	-	-	8.6	-	0.4	3.6	-	0.7	18.2	53.2	-	-	-	-	1.3	1.2	-	0.5	-	0.2				
Macedonia, FYR	20	10	7	215	11	-	1.5	-	-	-	-	0.2	1.1	9.9	1.2	-	2.6	5.1	9.2	-	5.6	-	1.0	5.6	3.5	0.8	19.6	26.9	-	-	-	-	0.9	3.1	-	1.4	0.6	-	0.4			
Moldova	22	12	8	124	6	-	1.2	-	0.4	0.5	0.4	1.0	4.2	1.6	-	-	-	4.1	6.1	-	2.1	-	-	-	8.1	2.6	2.3	19.8	16.0	-	-	1.9	2.5	20.5	-	1.9	1.7	0.3	0.7			
Montenegro	10	5	5	35	4	-	4.6	-	-	-	-	-	-	-	-	1.8	-	3.2	-	-	-	-	-	3.2	1.9	-	30.6	32.7	-	-	-	-	0.9	19.3	-	-	-	-				
Serbia	28	11	8	781	28	0.0	2.9	0.1	1.0	0.5	1.0	1.0	7.4	5.2	0.2	1.2	0.8	0.8	0.9	-	3.6	0.9	1.3	4.9	6.0	1.2	20.7	28.7	-	-	-	0.1	0.4	8.8	-	-	0.1	0.1	0.1			
Turkey	21	5	5	769	37	-	1.8	1.8	0.1	0.1	-	5.9	5.9	0.5	-	-	21.9	0.6	-	0.1	-	6.6	0.4	0.1	0.2	1.0	51.9	-	-	-	0.3	0.2	-	-	-	0.1	0.2	0.2				
Ukraine	20	7	5	350	17	-	1.3	0.4	2.3	0.5	0.3	1.3	4.5	0.6	-	-	-	1.4	-	0.1	-	-	-	-	4.1	3.1	3.1	36.9	32.6	-	-	-	0.1	5.9	-	-	6.9	0.2	0.4			
North of Sahara			South of Sahara																								South of Sahara															
Algeria	15	5	4	218	15	-	-	6.5	0.6	-	-	35.7	3.5	-	-	2.9	2.3	-	-	-	-	-	21.4	-	0.2	-	0.3	24.3	-	-	-	-	0.7	-	-	0.2	0.5	0.4	0.5			
Egypt	26	7	4	1159	45	-	0.1	-	1.4	1.9	0.4	2.9	10.4	0.3	0.0	0.7	5.2	1.1	-	-	0.0	-	-	2.5	0.2	0.5	1.1	42.8	21.1	0.5	-	0.0	0.1	5.3	-	0.9	0.1	0.2	0.2			
Libya	5	3	3	20	4	-	-	-	-	-	-	-	4.6	-	1.8	-	27.1	-	-	-	-	-	-	-	-	-	62.8	3.7	-	-	-	-	-	-	-	-	-	-				
Morocco	16	5	5	491	31	-	-	1.0	0.3	-	-	31.5	8.3	-	-	7.5	16.9	0.2	-	-	-	-	2.8	0.1	0.2	3.8	26.6	-	-	-	0.4	-	-	-	-	0.1	0.1	0.2				
Tunisia	24	6	5	780	32	-	0.1	1.4	0.6	0.2	0.0	23.0	9.2	-	-	3.7	11.2	0.2	0.1	-	0.1	0.1	4.9	0.1	0.4	2.7	40.1	0.1	-	-	0.2	0.3	-	0.6	0.1	0.4	0.2					
South of Sahara			South of Sahara																								South of Sahara															
Angola*	25	15	10	257	10	-	-	0.7	0.7	1.1	0.8	3.3	1.8	-	1.0	3.4	6.2	-	1.8	-	7.1	6.5	4.0	1.9	0.4	3.1	10.1	16.2	0.7	-	-	8.2	13.4	-	1.0	2.2	0.8	3.5				
Benin	20	12	9	336	17	-	-	3.7	6.1	10.1	-	12.5	7.5	-	-	3.4	0.9	6.9	-	-	-	-	0.1	0.1	2.6	-	5.8	13.0	8.3	-	-	-	2.6	12.0	-	1.8	0.8	0.6	1.1			
Botswana	15	7	4	75	5	0.5	-	-	1.9	1.3	-	1.8	3.9	-	-	-	2.8	-	1.1	-	2.6	-	-	-	1.3	-	43.5	34.2	-	-	-	-	1.8	-	0.7	1.2	1.3					
Burkina Faso	24	11	9	682	28	-	0.7	1.9	4.7	6.0	0.2	14.0	4.1	-	-	0.2	2.2	1.4	7.9	-	-	-	2.2	2.9	0.2	0.6	16.7	8.3	-	-	0.4	1.0	21.0	-	1.3	0.9	0.4	1.0				
Burundi*	25	12	9	229	9	-	0.3	8.5	0.4	0.3	-	3.9	2.0	-	0.3	3.6	0.2	0.2	4.2	-	1.9	-	-	0.8	0.5	3.1	5.8	15.2	5.7	-	0.4	4.7	31.5	-	1.5	2.5	0.5	2.8				
Cameroon	25	9	7	118	5	-	-	2.9	0.9	-	0.1	37.7	7.5	0.1	0.1	0.2	3.5	0.1	3.3	-	0.2	-	0.3	-	0.4	1.3	1.3	13.1	6.2	-	0.6	3.7	12.7	-	0.8	1.2	0.8	1.0				
Cape Verde	18	9	6	346	19	-	1.9	0.5	-	-	-	2.8	3.1	-	-	0.3	1.1	11.9	9.6	-	-	-	24.7	3.0	-	-	4.2	10.1	3.9	-	-	-	20.6	-	0.4	0.6	0.7	0.6				
Central African Rep.*	10	6	4	117	12	-	-	-	-	-	-	20.8	3.0	-	-	-	-	-	-	-	-	-	-	-	-	-	14.8	10.4	0.7	-	-	9.5	33.6	-	-	2.5	2.4	2.3				
Chad*	20	7	7	223	11	-	-	0.1	0.1	-	-	14.6	7.4	-	-	0.1	1.1	0.2	0.4	-	-	-	0.4	-	4.3	-	2.0	24.5	12.4	-	0.2	1.4	23.8	-	0.7	2.2	0.8	3.1				
Comoros*	7	4	4	18	3	-	-	-	-	-	-	50.1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	17.9	-	-	-	3.2	15.8	-	-	6.2	2.4	4.3				
Congo Dem. Rep.*			Congo Rep.*																								Cote D'Ivoire*															
Congo Dem. Rep.*	24	8	5	458	19	-	-	7.6	0.2	0.2	-	2.9	3.4	0.1	0.5	-	2.0	-	1.4	-	1.5	0.1	0.8	1.3	0.2	1.1	5.2	22.1	2.3	-	-	3.7	42.9	-	0.1	0.2	0.2	0.3				
Congo Rep.*	27	13	8	510	19	-	0.1	9.2	1.5	0.2	-	2.8	2.3	0.2	0.8	0.2	1.5	0.2	1.4	-	1.3	0.2	0.9	1.5	0.3	5.2	6.2	14.7	2.2	-	-	3.1	33.7	-	0.2	3.3	1.8	5.1				
Cote D'Ivoire*	20	8	7	139	7	-	-	2.3	0.7	-	0.3	34.1	7.4	-	-	-	0.6	1.0	-	-	1.0	-	0.6	0.2	0.8	0.7	16.8	16.7	0.8	-	-	6.7	-	-	1.3	2.8	1.6	3.8				
Djibouti*	11	6	4	68	6	-	-	-	-	-	-	50.4	-	-	-	-	1.5	6.6	-	-	-	-	-	-	-	-	10.1	3.1	4.2	-	-	4.8	16.2	-	-	1.0	0.8	1.2				
Equatorial Guinea	8	5	4	30	4	-	-	-	-	-	-	10.5	-	-	-	-	-	-	-	-	-	-	54.2	-	-	-	-	10.3	4.0	-	-	-	10.6	-	-	2.3	5.7	2.5				

Partners	Number of donors	Donors in Cat. A	Donors in Cat. B	CPA (USD mn.)	Average CPA per donor (USD mn.)	Australia	Austria	Belgium	Canada	Denmark	Finland	France	Germany	Greece	Ireland	Italy	Japan	Luxembourg	Netherlands	New Zealand	Norway	Portugal	Spain	Sweden	Switzerland	United Kingdom	United States	EC	AfDF	ASDF	GEF	The Global Fund	IDB Sp.Fund	IFAD	UNDP	UNFPA	UNICEF		
Number of partners																																							
No. of partners in Category A																																							
No. of partners in Categories A & B																																							
CPA (USD Million)																																							
Average CPA per partner (USD million)																																							
Donors' share of global CPA (in %)																																							
Eritrea*	21	11	7	135	6	-	-	0.5	1.2	1.4	-	0.5	2.7	-	1.3	9.9	4.9	-	1.4	-	7.9	-	-	0.5	0.3	-	5.0	10.2	7.4	-	-	3.9	33.2	-	1.5	2.7	1.4	2.3	
Ethiopia	26	13	9	1244	48	0.6	0.4	1.6	0.3	0.9	1.1	3.6	0.1	2.9	7.5	2.9	-	3.6	-	2.4	-	0.2	3.3	0.1	6.3	10.0	9.3	7.1	-	-	8.3	23.0	-	1.3	1.2	0.3	2.0		
Gabon	10	4	3	68	7	-	-	0.9	-	-	54.9	0.9	-	-	-	6.6	-	-	-	-	-	-	-	-	-	-	2.1	26.1	-	-	6.4	-	-	-	0.8	0.4	0.9		
Gambia*	18	10	6	52	3	-	-	0.6	1.0	-	1.1	1.8	-	-	0.5	11.1	-	-	-	-	-	-	1.3	-	5.2	3.3	3.4	17.7	-	-	0.5	13.1	29.0	-	3.3	3.6	1.4	2.2	
Ghana	24	11	7	1030	43	-	-	1.0	5.1	5.9	-	3.2	5.5	-	0.2	0.3	4.3	-	8.0	-	0.1	-	1.1	0.0	1.3	12.8	4.2	8.0	5.8	-	-	0.4	2.3	28.8	-	0.6	0.5	0.3	
Guinea*	19	9	7	150	8	-	-	0.9	1.9	-	-	13.2	8.0	-	0.3	-	7.6	0.2	-	-	-	-	0.3	-	-	0.2	16.4	11.6	7.9	-	-	0.2	1.4	22.4	-	1.5	2.2	1.2	2.6
Guinea-Bissau*	18	9	8	64	4	-	-	0.7	0.4	-	-	3.9	0.4	-	0.6	-	-	-	2.0	-	18.0	3.7	-	0.6	-	0.8	34.1	7.3	-	-	1.3	2.1	15.3	-	4.3	1.7	2.8		
Kenya	28	13	9	712	25	0.0	0.2	0.9	2.8	4.8	0.9	2.2	5.8	-	1.2	0.4	9.7	-	2.7	0.1	1.4	-	0.3	6.3	0.1	11.8	16.9	15.3	2.6	-	-	0.4	3.8	6.3	-	0.9	0.7	0.5	0.8
Lesotho	18	10	7	71	4	-	-	-	0.6	0.4	-	-	6.5	-	18.9	-	8.3	-	-	-	1.3	-	-	-	0.8	10.5	3.5	6.9	9.8	-	-	2.1	6.1	17.5	-	2.5	2.1	0.5	1.7
Liberia*	20	10	8	107	5	-	-	0.5	-	0.6	0.3	0.7	2.4	-	4.3	-	3.1	-	1.9	-	2.9	0.4	0.3	3.9	-	2.4	43.1	14.7	-	-	-	8.9	0.5	-	3.8	1.7	3.6		
Madagascar	20	8	6	594	30	-	-	0.1	0.1	-	-	13.0	1.7	-	-	0.0	5.3	-	0.1	-	2.2	-	-	-	1.0	1.2	5.3	22.6	6.9	-	-	0.3	2.8	34.0	-	0.8	1.4	0.2	1.0
Malawi	24	11	7	496	21	0.1	-	0.1	1.4	0.8	0.2	0.1	4.4	-	1.1	-	4.2	-	2.5	-	8.4	-	0.1	3.4	-	18.3	12.4	5.5	-	-	0.6	4.4	19.1	-	0.5	1.5	0.8	1.4	
Mali	24	11	9	667	28	-	-	1.6	1.8	0.1	-	10.4	4.7	-	-	0.1	3.3	1.4	9.7	-	2.2	-	0.4	3.5	1.6	0.0	8.2	19.3	10.4	-	-	0.1	1.0	17.0	-	1.0	0.9	0.3	1.2
Mauritania	20	9	8	162	8	-	-	1.9	0.5	-	-	16.9	6.1	-	-	0.3	7.6	-	0.3	0.2	-	-	6.9	0.5	0.2	1.6	16.1	4.6	-	-	-	1.1	29.4	-	1.5	1.8	1.4	1.1	
Mauritius	9	3	3	46	5	-	-	-	-	-	-	18.6	-	-	0.8	-	36.7	1.0	-	-	-	-	-	-	-	-	3.60	-	-	-	0.8	-	-	3.8	0.6	-	-		
Mayotte	1	1	1	268	268	-	-	-	-	-	-	100.0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-		
Mozambique	30	16	14	1307	44	0.1	0.4	4.2	5.1	2.0	1.3	3.9	-	-	3.8	1.9	1.5	0.1	4.7	0.0	4.9	1.4	1.7	6.5	1.7	6.6	6.4	12.0	6.9	-	-	0.1	0.9	48.9	-	0.7	0.5	0.6	0.7
Namibia	22	10	8	137	6	-	-	0.2	0.4	1.3	1.2	3.1	2.4	13.7	-	-	0.5	4.3	1.5	-	1.2	-	4.9	5.0	0.4	1.0	32.3	12.0	-	-	0.7	11.7	-	-	0.6	0.5	0.9		
Niger	24	12	10	374	16	-	-	3.7	1.6	2.5	-	17.6	5.1	-	0.3	0.4	4.0	1.6	0.6	-	0.5	-	0.2	-	2.5	0.8	20.1	18.1	5.8	-	-	0.1	3.1	23.6	-	0.3	1.9	0.9	2.7
Nigeria	23	7	5	899	39	-	-	0.0	0.2	0.8	-	0.9	2.2	0.0	0.2	-	1.5	-	0.4	-	0.3	-	0.1	0.1	-	1.60	15.9	16.1	1.6	-	-	0.2	3.4	34.4	-	0.7	1.2	0.9	3.0
Rwanda	27	10	8	509	19	-	-	0.2	5.8	0.4	0.1	0.1	0.8	3.3	-	0.5	0.1	1.6	0.4	5.0	-	0.7	0.1	0.2	3.9	0.9	17.0	9.6	14.0	7.0	-	-	8.0	16.5	-	1.9	0.9	0.2	1.0
St. Helena	2	1	1	24	12	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	91.8	-	8.2	-	-	-	-	-	-	-	-	-	-	-
Sao Tome & Principe*	12	7	6	25	2	-	-	-	-	-	-	12.4	-	-	-	-	36.3	1.5	-	-	-	-	36.3	1.5	-	-	12	19.6	5.8	-	-	-	4.2	10.2	-	2.1	2.3	1.6	2.9
Senegal	26	11	8	604	23	-	-	0.4	2.9	1.4	0.1	0.1	27.3	5.0	-	0.2	5.0	2.0	3.3	-	0.1	-	2.1	0.1	0.5	1.0	5.5	7.5	4.0	-	-	0.3	2.1	25.7	-	1.9	0.7	0.4	0.6
Seychelles	4	3	3	8	2	-	-	-	-	-	-	43.7	-	-	-	-	20.3	-	-	-	-	-	-	-	-	-	-	32.4	-	-	-	-	-	-	-	-	-	-	
Sierra Leone*	21	10	8	249	12	-	-	-	0.9	0.3	0.3	0.3	1.9	-	3.5	0.3	1.8	-	1.7	-	1.3	-	-	0.6	0.1	24.6	2.3	25.0	8.6	-	-	2.6	19.1	-	-	2.0	0.8	2.0	
Somalia*	17	10	8	78	5	-	-	-	2.2	2.2	1.6	0.4	-	-	2.4	9.9	-	-	-	-	14.4	-	1.4	7.3	-	14.0	5.6	6.7	-	-	-	13.1	-	-	8.2	0.8	9.6		
South Africa	28	12	10	775	28	0.5	0.1	1.8	2.0	2.9	1.8	14.1	4.8	0.1	2.3	0.3	2.2	0.2	6.9	0.2	1.8	0.1	0.1	2.8	1.0	12.7	17.5	20.4	-	-	-	0.5	2.4	-	-	0.2	0.1	0.2	
Sudan*	27	13	11	549	20	0.1	0.1	0.2	3.9	2.4	1.0	1.6	2.7	0.1	1.5	2.3	1.9	-	8.0	0.1	12.5	0.1	0.4	1.3	0.4	7.4	22.0	17.5	-	-	-	4.9	-	1.3	1.9	1.7	2.7		
Swaziland	13	5	4	52	4	-	-	-	0.7	-	-	-	0.5	-	-	1.0	3.71	-	-	-	0.8	-	-	-	-	0.8	3.4	18.0	-	-	-	29.8	-	4.0	1.0	1.1	1.7		
Tanzania	28	13	9	1603	57	0.1	0.1	0.6	3.6	5.3	1.5	0.2	2.9	-	2.2	0.1	2.3	-	6.3	0.1	4.0	-	0.1	6.2	1.5	13.1	6.0	9.8	5.5	-	-	0.3	4.0	22.1	-	0.5	0.5	0.3	0.7
Togo*	17	9	8	59	3	-	-	2.4	1.9	1.0	0.6	33.5	8.7	-	-	-	0.8	1.3	-	3.8	-	-	-	0.8	0.5	-	3.4	15.1	-	-	-	-	16.0	-	-	5.6	1.3	3.3	
Uganda	27	13	10	1170	43	0.1	0.8	1.0	2.9	5.9	0.2	0.4	3.9	-	4.0	0.5	1.4	-	5.4	0.0	3.3	-	0.1	3.7	-	8.5	13.9	7.9	5.3	-	-	0.3	2.9	25.2	-	0.6	0.6	0.4	0.9
Zambia	25	13	9	801	32	0.0	-	0.4	3.3	5.6	1.1	0.1	3.7	-	3.6	0.1	3.8	-	6.9	0.1	6.7	-	4.6	-	8.9	14.1	16.7	3.2	-	-	0.1	4.8	9.8	-	0.7	0.8	0.2	0.6	
Zimbabwe*	21	13	11	158	8	-	-	0.5	1.8	4.0	4.3	-	1.6	4.6	-	1.6	0.7	3.5	-	4.7	0.5	5.6	-	-	7.7	0.3	11.6	18.9	18.3	-	-	-	3.9	-	2.1	2.5	1.4		
North & Central America																																							
Anguilla	2	2	2	4	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	34.2	-	65.8	-	-	-	-	-	-	-	-	-	-	
Antigua & Barbuda	2	2	2	5	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	22.1	-	22.1	-	-	-	-	-	-	-	-	-	-	
Barbados	5	4	5	1	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	22.9	28.4	25.1	-	-	-	-	-	-	-	-	-	16.6	
Belize	9	7	6	9	1	-	-	-	-	-	-	-	-	-	3.3	4.4	19.9	-	-	-	-	-	-	-	-	12.8	20.7	22.7	-	-	-	3.6	-	3.9	-	8.7	-	8.7	
Costa Rica	20	13	11	61	3	-	-	4.0	2.1	-	-	8.0	12.5	-	-	-	23.1	-	3.5	-	4.4	-	5.2	1.6	3.3	5.6	4.0	7.0	-	-	-	3.8	0.8	-	6.3	-	0.7	0.9	1.0
Cuba	17	12	9	48	3	-																																	

Table I.3 contd.

Key:

Note: Excludes small programmes totalling less than USD 250,000.

Source: OECD-DAC May 2008

Category A applies to donors (columns). It highlights "above-average" partners for that donor, i.e. the donor extends more than its average share of global CPA to that partner (Row 7). Solid grey when the donor is also in Category B (one of the donors cumulatively providing over 90% of CPA to that partner). Vertical lines when it is in the last decile of donors to that partner.

Category B applies to partners (rows). It highlights donors that are main players for that partner, i.e. those cumulatively providing over 90% of CPA to that partner. Solid grey when the donor is also in Category A (extends more than its average share of global CPA to that partner). Horizontal lines when extends less than its average share of global CPA to that partner.

Cells with data, but without highlighting, denote that the donor is in the last decile of donors to that country and the country is not an above-average partner for that donor.

Percentages (rows sum to 100%)

* Fragile State

Partners	Number of donors	Donors in Cat. A	Donors in Cat. B	CPA (USD m.)	Average CPA per donor (USD m.)	Australia	Austria	Belgium	Canada	Denmark	Finland	France	Germany	Greece	Ireland	Italy	Japan	Luxembourg	Netherlands	New Zealand	Norway	Portugal	Spain	Sweden	Switzerland	United Kingdom	United States	EC	ArDF	ASDF	GEF	The Global Fund	IDA	IDB Sp. Fund	IFAD	UNDP	UNFPA	UNICEF		
Number of partners	24	12	10	232	10	-	2.6	1.1	2.4	1.3	0.2	0.8	7.9	-	0.3	0.4	18.2	-	9.3	-	6.0	-	5.3	8.8	1.1	0.2	16.1	9.8	-	-	-	-	3.0	-	1.1	1.8	0.4	1.1	0.4	
No. of partners in Category A	22	8	6	367	17	-	-	0.7	8.8	-	-	4.3	0.8	-	0.4	-	0.5	0.1	0.5	-	1.7	-	2.5	0.3	0.6	0.1	31.4	12.3	-	-	-	-	5.6	6.7	18.7	0.9	1.4	1.1	0.8	
No. of partners in Categories A & B	25	10	6	410	16	-	-	0.4	2.1	0.9	0.3	3.1	-	-	1.0	1.8	6.2	-	1.3	-	0.4	-	13.1	4.7	0.6	0.3	10.9	3.9	-	-	-	0.2	2.2	25.3	19.4	0.6	0.3	0.6	0.3	
CPA (USD Million)	13	6	5	94	7	-	-	2.9	1.7	-	-	0.5	-	-	-	-	5.4	-	2.4	-	0.4	-	2.5	2.7	4	38.8	-	-	-	-	-	4.9	-	1.8	-	0.8	-	1.0	-	
Average CPA per partner (USD million)	19	3	6	10	13	4	22	25	3	6	7	62	3	17	3	11	7	10	12	6	34	101	43	25	53	2	11	105	20	5	3	2	4	105	20	5	3	2	4	
Donors' share of global CPA (in %)	1.6	0.3	0.8	1.6	1.5	0.4	4.6	4.5	0.2	0.6	0.9	14.1	0.2	2.7	0.2	1.4	1.8	0.8	5.3	1.7	0.2	1.4	1.8	0.8	5.3	1.7	10.4	1.5	2.3	0.2	1.8	13.4	0.8	0.5	0.7	0.5	0.8			
Guatemala	24	12	10	232	10	-	2.6	1.1	2.4	1.3	0.2	0.8	7.9	-	0.3	0.4	18.2	-	9.3	-	6.0	-	5.3	8.8	1.1	0.2	16.1	9.8	-	-	-	-	3.0	-	1.1	1.8	0.4	1.1	0.4	
Haiti*	22	8	6	367	17	-	-	0.7	8.8	-	-	4.3	0.8	-	0.4	-	0.5	0.1	0.5	-	1.7	-	2.5	0.3	0.6	0.1	31.4	12.3	-	-	-	-	5.6	6.7	18.7	0.9	1.4	1.1	0.8	
Honduras	25	10	6	410	16	-	-	0.4	2.1	0.9	0.3	3.1	-	-	1.0	1.8	6.2	-	1.3	-	0.4	-	13.1	4.7	0.6	0.3	10.9	3.9	-	-	-	0.2	2.2	25.3	19.4	0.6	0.3	0.6	0.3	
Jamaica	13	6	5	94	7	-	-	2.9	1.7	-	-	0.5	-	-	-	-	5.4	-	2.4	-	0.4	-	2.5	2.7	4	38.8	-	-	-	-	-	4.9	-	1.8	-	0.8	-	1.0	-	
Mexico	17	6	5	279	16	-	-	0.1	1.1	-	0.2	9.2	5.0	-	-	-	21.4	-	0.2	0.1	-	-	2.5	-	0.3	-	49.6	3.7	-	-	-	2.7	-	2.4	-	0.4	0.8	0.3		
Montserrat	2	2	2	28	14	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
Nicaragua	28	14	9	589	21	-	1.5	0.9	4.0	6.6	2.2	0.5	3.9	-	0.2	0.2	7.3	1.5	5.8	0.1	2.4	-	5.9	6.8	2.2	1.2	5.9	7.1	-	-	-	0.1	0.6	10.4	21.2	0.2	0.5	0.4	0.2	
Panama	12	5	5	58	5	-	-	-	1.0	-	-	0.8	1.3	-	-	-	14.9	-	-	-	-	-	8.4	-	-	23.5	28.8	15.7	-	-	-	-	-	2.7	-	1.3	0.9	0.8	-	-
St. Kitts-Nevis	2	2	2	4	2	-	-	-	-	-	-	-	-	-	-	-	67.5	-	-	-	-	-	-	-	-	-	32.5	-	-	-	-	-	-	-	-	-	-	-	-	-
St. Lucia	4	3	2	16	4	-	-	-	-	-	25.3	-	-	-	-	-	40.8	-	-	-	-	-	-	-	-	-	9.4	-	-	-	-	-	-	-	-	-	-	-	-	-
St. Vincent & Grenadines	4	4	4	5	1	-	-	-	-	-	18.4	-	-	-	-	-	42.6	-	-	-	-	-	-	-	-	-	24.6	-	-	-	-	-	-	-	-	-	-	-	-	-
Trinidad & Tobago	7	4	3	15	2	-	-	-	-	-	6.1	-	-	-	-	-	11.5	-	-	-	-	-	-	-	-	-	2.3	64.8	-	-	-	-	-	-	-	9.0	-	4.2	-	-
Turks & Caicos Isl.	2	2	2	2	1	-	-	-	-	-	-	-	-	-	-	-	11.5	-	-	-	-	-	-	-	-	39.7	-	60.3	-	-	-	-	-	-	-	-	-	-	-	-
South America	19	8	7	101	5	-	-	0.3	0.6	-	0.3	9.2	8.9	0.3	-	27.8	12.1	-	-	0.2	-	-	8.5	0.4	-	-	1.5	12.9	-	-	-	-	4.8	21.5	-	8.1	-	0.7	0.5	0.6
Argentina	26	12	8	586	23	-	-	1.6	3.6	4.4	0.1	4.8	7.4	-	0.1	0.7	6.5	0.2	6.8	-	0.6	-	5.1	3.2	2.6	1.3	19.8	5.2	-	-	-	-	0.3	0.7	8.8	15.0	0.4	0.2	0.3	0.3
Bolivia	27	10	8	345	13	0.1	0.6	1.2	1.2	-	0.1	10.6	23.6	0.2	0.4	2.0	30.6	0.4	2.7	0.1	0.8	0.3	2.8	0.8	0.7	1.2	7.8	4.0	-	-	-	3.7	-	2.9	-	0.2	0.3	0.7		
Brazil	18	7	5	94	5	-	-	0.4	1.2	-	-	11.1	37.3	-	-	11.9	0.4	0.5	0.3	-	-	-	3.0	1.5	0.6	-	2.3	20.0	-	-	-	-	1.3	6.0	-	1.3	-	0.4	-	0.5
Chile	25	6	4	699	28	0.1	0.1	0.5	0.5	-	0.1	1.7	2.4	-	0.2	0.1	1.6	0.1	4.1	-	0.6	-	5.1	1.8	0.8	0.1	71.3	6.0	-	-	-	-	0.6	0.4	-	1.1	-	0.2	0.2	0.2
Colombia	23	9	7	245	11	-	-	7.6	0.5	0.2	0.4	3.7	7.1	-	-	0.2	11.1	0.3	3.1	-	0.7	-	19.3	0.3	3.4	0.1	25.0	11.2	-	-	-	-	0.6	2.1	-	1.4	-	0.6	0.4	0.4
Ecuador	13	6	3	120	9	-	-	-	2.4	-	-	-	0.2	-	-	1.6	2.5	-	-	-	-	-	-	-	-	7.0	15.8	17.1	-	-	-	-	2.4	6.1	41.8	1.4	0.8	-	0.9	-
Guyana	17	6	4	110	6	-	-	-	0.3	-	-	1.4	6.6	-	-	61.2	-	1.0	-	0.6	-	-	6.0	1.5	0.5	-	13.0	2.6	-	-	-	-	0.3	0.3	-	2.3	-	0.4	0.9	0.9
Paraguay	26	11	8	532	20	-	0.1	3.2	1.4	0.2	0.5	2.3	40.1	-	0.1	0.3	23.9	0.2	2.0	0.1	0.4	-	6.1	0.7	2.3	2.3	27.1	7.8	-	-	-	-	1.1	2.8	-	1.1	-	0.1	3.2	0.3
Peru	8	4	4	41	5	-	-	2.7	-	-	-	2.5	-	-	-	-	0.8	-	73.1	-	-	-	-	-	-	-	2.2	10.5	-	-	-	-	-	5.4	-	2.8	-	-	-	-
Suriname	15	8	5	34	2	-	-	-	1.3	-	-	17.3	2.7	-	-	1.7	12.2	-	-	-	-	-	23.0	1.1	0.8	-	1.7	24.6	-	-	-	-	1.1	-	7.4	-	2.2	1.5	1.5	1.5
Uruguay	13	7	6	38	3	-	-	1.3	-	-	-	9.7	7.8	-	-	0.8	9.5	-	-	-	-	-	15.0	-	-	-	24.1	21.7	-	-	-	-	0.7	-	1.0	-	1.3	4.7	2.3	2.3
Venezuela																																								
Middle East	14	9	9	37	3	-	4.8	-	-	-	-	10.6	16.0	1.2	-	0.9	35.8	-	5.9	-	3.2	-	-	-	-	-	3.1	2.6	-	-	-	-	4.2	-	-	1.7	4.4	5.5	5.5	
Iran	25	1	1	5956	238	0.2	0.0	0.0	0.2	0.2	0.0	0.1	0.1	0.0	0.0	0.3	0.3	0.0	0.0	-	0.3	0.0	0.1	0.2	0.0	2.2	95.2	0.3	-	-	-	-	-	-	-	0.0	0.1	0.0	0.0	
Iraq*	22	4	2	500	23	-	-	-	0.6	0.3	0.1	0.8	3.2	0.3	-	2.4	12.0	-	0.1	-	0.5	-	0.7	0.1	0.2	0.6	66.4	10.7	-	-	-	0.1	-	-	-	0.4	0.1	0.1	0.2	
Jordan	23	9	6	185	8	1.7	0.2	0.2	1.4	0.3	0.4	17.2	3.2	0.7	-	2.9	5.0	-	1.4	-	3.9	-	1.7	1.9	1.1	0.2	8.9	45.6	-	-	-	-	-	-	-	0.3	0.5	0.5	0.7	
Lebanon	4	3	3	8	2	-	-	-	-	-	-	9.4	-	-	-	-	34.1	-	-	-	-	-	-	-	-	-	52.2	-	-	-	-	-	-	-	-	-	-	4.3	-	-
Oman																																								

17

Annex I.1. Deriving Country Programmable Aid

Definition of country programmable aid (CPA)

CPA is defined through exclusion, by subtracting from total gross ODA aid that is unpredictable by nature (humanitarian aid and debt forgiveness and reorganisation), entails no cross-border flows (development research in donor country, promotion of development awareness, imputed student costs, refugees in donor countries and administrative costs), does not form part of co-operation agreements between governments (food aid and aid extended by local governments in donor countries), is not country programmable by the donor (Core funding to National NGOs and INGOs) or is not susceptible for programming at country level (contributions to PPPs). *Table A.I.1* shows by donor the derivation of baseline CPA in 2005 from total bilateral ODA.

Table A.I.1 Derivation of bilateral country programmable aid in 2005, by DAC donor
(Gross disbursement 2005, USD million)

	Total bilateral ODA 2005	Debt forgiveness	Humanitarian and food aid	Administrative costs	Core funding to NGOs	Imputed student costs	Refugees in donor countries	Other ²	Aid not from main agencies (+ adjustments)	CPA 2005 baseline
	A	B	C	D	E	F	G	H	I	J
Australia	1,449	20	249	76	11	0	75	2	83	933
Austria	1,246	911	28	31	2	61	62	14	70	68
Belgium	1,360	477	66	47	20	0	58	139	50	503
Canada	2,853	455	169	250	53	68	175	154	600	929
Denmark	1,423	50	154	116	56	0	70	30	0	947
EC	9,022	0	1,564	652	2	0	0	34	197	6,573
Finland	602	150	74	34	8	0	17	10	52	256
France	8,524	3,761	67	334	47	953	585	265	15	2,496
Germany	8,960	3,947	339	206	14	925	17	103	1,533	1,874
Greece	207	0	19	30	0	18	9	2	16	114
Ireland	482	0	83	31	56	3	2	5	0	302
Italy	2,443	1,680	79	40	69	0	0	2	43	528
Japan	15,900	5,718	574	702	283	0	0	30	162	8,431
Luxembourg	187	0	18	11	9	0	7	2	0	140
Netherlands	3,769	351	408	245	678	0	94	113	804	1,075
New Zealand	224	0	55	15	18	0	11	1	1	122
Norway	2,033	2	344	137	19	0	68	103	204	1,155
Portugal ¹	224	3	13	16	6	32	0	6	-20	168
Spain	2,362	914	125	103	8	0	20	118	0	1,074
Sweden	2,256	53	261	126	138	0	143	45	370	1,119
Switzerland	1,407	224	192	30	105	1	137	35	115	568
United Kingdom	8,509	3,534	628	427	623	0	0	28	71	3,198
United States	26,085	4,219	4,111	1,056	0	0	520	534	1,380	14,265
Total DAC	101,526	26,471	9,619	4,717	2,224	2,062	2,071	1,777	5,748	46,837

¹ Column I is the difference between column A and B to H, which are actual disbursements, and column J, which is a budget figure.

² The category *Other* includes: development research in donor country, promotion of development awareness and aid extended by local governments in donor countries.

For multilateral agencies, CPA comprises core-funded expenditure on operational activities in ODA recipient countries (Non-core funding, i.e. activities funded through earmarked contributions, is defined as part of bilateral donors' CPA). For multilateral development banks, only concessional resources (credits and grants) are covered. The table below shows the estimated baseline CPA for the multilateral agencies in 2005.

Table A.I.2 Estimation of country programmable aid in 2005, selected multilateral agencies
(Gross disbursement 2005, USD million)

	CPA 2005 baseline
World Bank and regional development banks (concessional credits and grants)	10,987
UN agencies: UNDP, UNICEF, UNFPA, IFAD (core-funded expenditure)	1,454
Global funds: The Global Fund, GEF	1,171
Total Multilateral agencies	13,611

PART II. AID PREDICTABILITY: COMMITMENTS AND PERFORMANCE

A. The DAC Survey on Indicative Forward Spending Plans

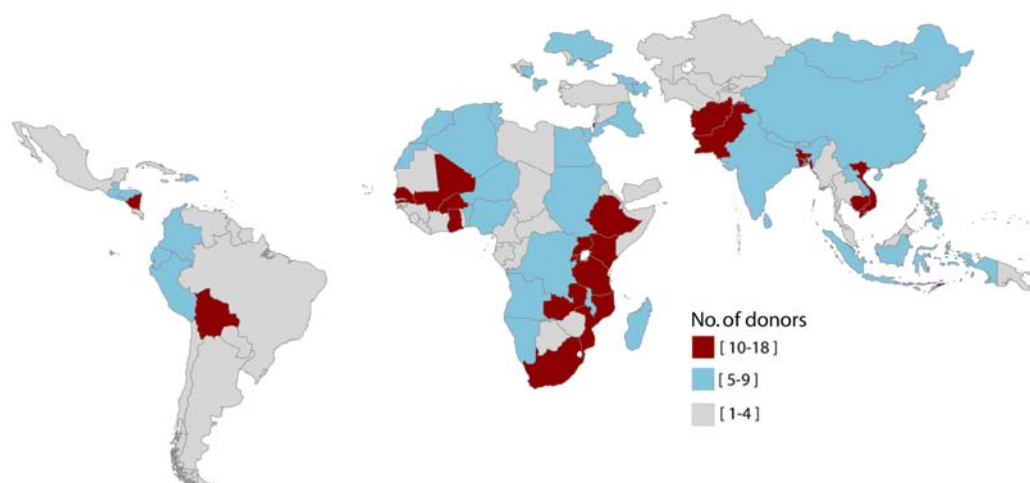
19. It is nearly three years since members of the Development Assistance Committee (DAC) announced renewed commitments to increase Official Development Assistance (ODA) to coincide with the Millennium+5 Summit in New York. The DAC Secretariat calculated that, if delivered, these commitments would amount to an additional USD 50 billion of ODA by 2010 (in 2004 dollars). The Secretariat has been monitoring future ODA commitments since Monterrey and publishes the aggregate figures in the annual DAC Development Co-operation Report and in the spring press releases of aggregate ODA data (see *Annex II.1*).

20. As part of monitoring the delivery of the scaling up promises and their allocations, the DAC conducted its first full annual Survey on Aid Allocation Policies and Indicative Forward Spending Plans in late 2007 and early 2008. The Survey provides a global perspective of future aid flows, which will help to identify resource gaps and opportunities for scaling up in individual partner countries and aims to improve the medium term predictability of aid as called for in the Paris Declaration. The results of the Survey are a key OECD-DAC contribution to the UN Secretary General's MDG Africa Initiative thematic group on Aid Predictability.

Survey Methodology and Coverage

21. The Survey collected data on planned expenditure on country programmable aid (CPA – see *Part I*). CPA cannot be used to project total ODA trends, which also include *inter alia* debt relief and humanitarian aid. It is a useful measure to monitor the resource flows required to accelerate progress towards the MDGs. Donors validated their 2005 data on gross CPA flows, to establish the baseline for the Survey.

Figure II.1. Donors' priority partner countries



22. *Annex II.2* shows how much CPA each donor provided in 2005 and the proportion of their CPA for which they were able to provide forward programmed expenditure to 2010. Eleven DAC members provided forward estimates for all their CPA, whereas ten others covered only their priority partner countries. Thus the Survey data for countries that are a priority for many DAC donors (shown in *Figure II.1*) are the most reliable; for many non-priority countries they are projections. Multilateral donors provided forward planning data for all their aid partners. Two members and four multilateral donors were not able to provide estimates for this report. The coverage of total CPA in the Survey was 56%, with a figure of 47% for bilateral aid. As administrative policies on providing information to improve aid predictability are updated in line with the Paris Declaration on Aid Effectiveness, it is expected that coverage will improve in subsequent annual surveys.

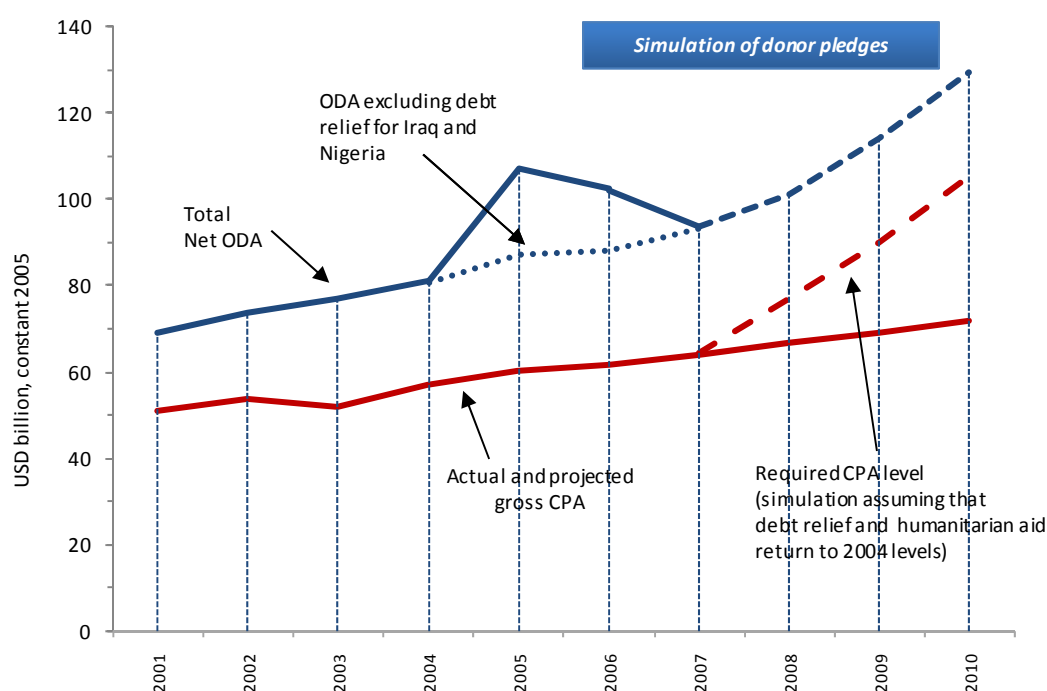
23. These forward data for CPA are conservative estimates. They are based on spending plans that are already in donors' financial planning figures. In some cases, money is still to be allocated to countries or regions from the overall planning figure for ODA, especially in the later years and for some donors the CPA figures cover only the main aid agencies. The planning figures themselves may also be conservative at this stage. On the other hand, for donors that did not provide any forward estimates or incomplete forward spending data, the Secretariat extended the series by applying recent trend rates of change in CPA country-by-country. This could be optimistic in some cases. *Annex II.3* provides a comprehensive description of the assumptions underlying the data and *Annex II.4* provides CPA estimates for each partner in the baseline year 2005 and for each year from 2008 to 2010.

B. Meeting the Targets for ODA in 2010 – How Much Scaling Up Is There?

Aggregate performance of all donors

24. Figure II.2 shows the recent trends and future projections in net ODA globally. Net ODA increased from USD 69 billion in 2001 to USD 107 billion in 2005. In 2006, there was a slight decline in net ODA (-4%) and preliminary data for 2007 showed a further decline (-8%) as the exceptional debt relief to Iraq and Nigeria in 2005 and 2006 started to pass out of the figures. As a result, the path to delivering the 2010 promises of DAC member countries to increase their net ODA is getting steeper (the blue dotted line shows the Secretariat simulation of global net ODA).

Figure II.2. Global: DAC members' net ODA and CPA for 2001 – 2010



Note: Net ODA for 2007-2010 is estimated by the DAC Secretariat.
CPA for 2007-2010 is based on Survey returns and estimates by the DAC Secretariat.

Of the promised increases amounting to USD 50 billion in total ODA by 2010, up to some USD 30 billion remains to be programmed if members' commitments are to be realised (assuming that debt relief and humanitarian assistance will be at their long-term average level in 2010).

25. As debt relief is expected to decline over the next few years, the annual increases in other forms of aid, especially of CPA, will have to be substantial if there is to be a realistic prospect of meeting the 2010 targets through planned and manageable increases. The Survey results (the red line) indicate, for all donors combined, a programmed increase of CPA of only USD 11.7 billion over the period 2005 to 2010, to reach some USD 72 billion in 2010.

26. Of the promised increases amounting to an extra USD 50 billion in total ODA by 2010 compared to 2004, USD 5 billion (of which USD 4 billion was to Iraq and Afghanistan) was delivered in 2005. Compared to the 2005 baseline, a further USD 11.7 billion is programmed into donors' forward spending plans by country and region for 2010. In addition, the recent record donor pledges the IDA 15, AfDF XI and AsDF X replenishments will mean an increase of around USD 4 billion for funds paid into IDA, and the African and Asian Bank Funds in 2010, compared with 2005.⁷

⁷ These funds will count as ODA in 2010 when promissory notes are deposited with the International Financial Institutions. The IFIs will be making commitments to future spending in countries based on these increased inflows from 2009 to 2012. Such firm commitments will help partner countries to plan for spending this additional funding in subsequent years. However, due to the

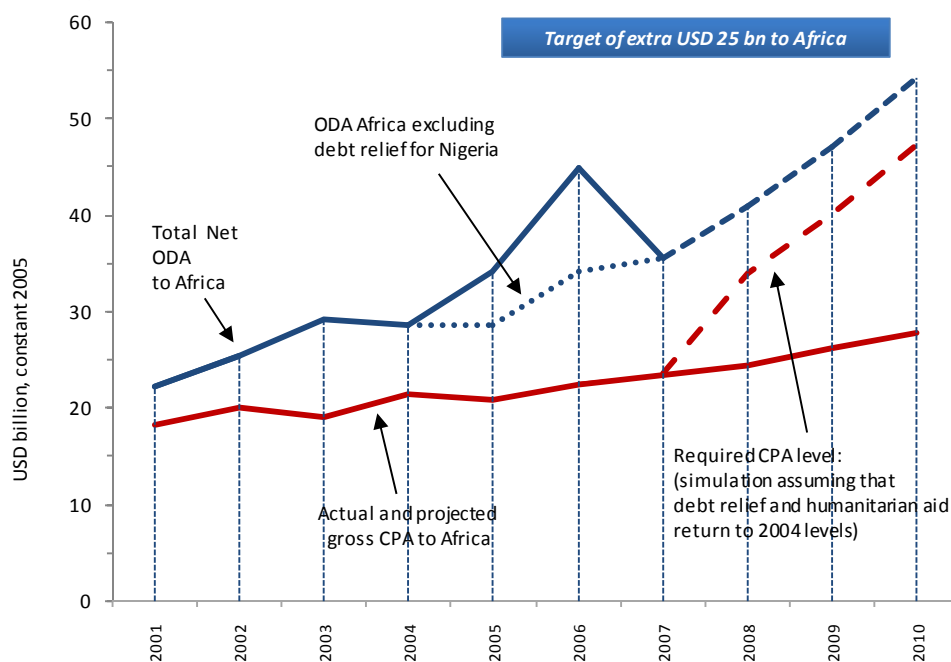
27. Added together, these figures suggest that only about USD 21 billion extra has been delivered or already programmed into members' forward spending plans for 2010 by country, region and institution. Assuming that debt relief and humanitarian aid return to 2004 levels by 2010, this leaves nearly USD 30 billion in 2004 dollars—about USD 34 billion in 2007 dollars—still to be programmed into donor budgets if the commitments for aid levels in 2010 are to be fully met. This possible funding gap is illustrated in *Figure II.2* – the difference between donors' forward projections (solid red line) and required CPA level if all donors fulfil their pledges (dotted red line). The likely outcome will be somewhere in between the two lines.

Aid to Africa

28. *Figure II.3* shows the recent trends and future projections in net ODA to Africa. In 2005 at the EC Council in May and the Gleneagles summit in June, donors made commitments to Africa and sub-Saharan Africa that amounted to an increase of USD 25 billion (in 2004 dollars) in aid to Africa by 2010. Net ODA to Africa increased from USD 22 billion in 2001 to USD 29 billion in 2004. In 2005 and 2006, there was a significant increase for Africa, but most of this was due to exceptional debt relief to Nigeria, which accounted for nearly a quarter of total net ODA to Africa in 2006. The preliminary data for 2007 suggest aid net ODA to Africa is now around USD 36 billion (in 2005 dollars), an increase so far of about 8% per annum at the half way point of the Gleneagles commitment. Progress now needs to accelerate to 15% per annum if the USD 25 billion increase is to be achieved, as indicated by the blue dotted line in *Figure II.3*.

29. But the increase required in CPA is likely to be much steeper. On the assumption that debt relief and humanitarian aid return to their trend historical levels recorded in 2004, most of the additional USD 25 billion will need to be provided as CPA, starting in 2008. Hence, the sharp rise in the dotted red line in *Figure II.3*, since CPA increased by only USD 2 billion from 2004 to 2007.

Figure II.3. Africa: DAC members' net ODA and CPA for 2001 – 2010



Note: Net ODA for 2007–2010 is estimated by the DAC Secretariat.
CPA for 2007–2010 is based on Survey returns and estimates by the DAC Secretariat.

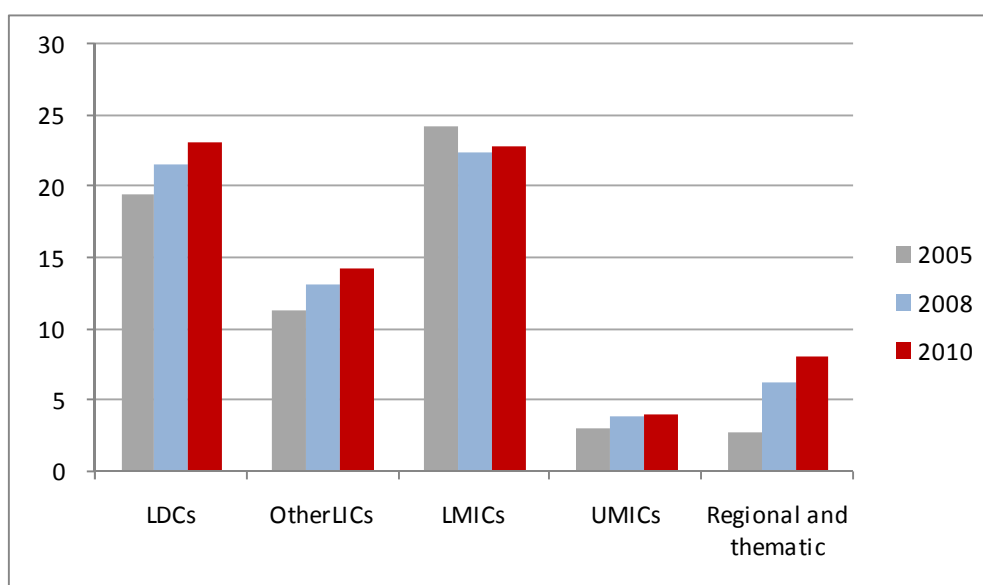
financing sequence (replenishment => promissory notes => commitments => expenditure), much of the scaled-up expenditure will reach countries only after 2010. Subsequent annual DAC surveys of forward spending plans will ask for information on planned flows from member countries to the IFIs, to complement the information on planned future expenditure in countries by the IFIs.

C. Where will Aid be Scaled up?

Scaling up by income group

CPA to least developed countries and other low-income countries is programmed to increase in total by USD 6.7 billion between 2005 and 2010.

Figure II.4. Estimated CPA by income group for 2005 and 2010
(Gross disbursements – constant 2005 USD billion)



30. *Figure II.4* shows a programmed increase in CPA of about USD 3.8 billion between 2005 and 2010 for least developed countries (LDCs) and nearly USD 3 billion for other low-income countries (other LICs). However, as shown in the last bar, there is some USD 8 billion in 2010 that so far has been programmed only in the thematic and regional/multi-country aid categories. It can be assumed that much of this aid will be allocated to LDCs and other LICs nearer the time.

31. The estimates for CPA to middle income countries in 2008 and 2010 are considered less reliable as these countries are generally not among donors' priority partners. Aid to lower middle-income countries (LMICs) is programmed to fall by USD 1.3 billion from its 2005-level by 2010, mainly due to a projected USD 2.5 billion decrease in aid to Iraq by then. For the upper middle-income countries (UMICs), the Survey returns suggest an increase of about USD 1 billion, which includes increases that are programmed for countries in the Mediterranean region.

Scaling up by region

There will be scaling up in all regions, except North Africa and the Middle East. An increase of nearly 40% over the 2005 level is programmed for sub-Saharan Africa and an increase of nearly 50% for Europe, mainly allocated to the EU accession countries.

32. *Table II.1* and *Figure II.5* present the Survey results by region for all donors combined. It shows that the absolute change in CPA between 2005 and 2010 is largest for Africa, followed by Europe, America and Oceania. CPA to Asia is projected to remain nearly constant, reflecting a decrease of about USD 2 billion to the Middle East (fall in projected aid to Iraq) offset by an increase to South Central and Far East Asia. The increase in CPA for Africa is mainly due the projected increase for Sub-Saharan Africa of 38% as shown in *Table II.2*, whereas there is a minor decrease for Northern Africa of about 4%.

Table II.1. Estimated CPA by region
(Gross disbursements)

Region	Baseline	Actual	Planned		
	2005	2006	2008	2009	2010
Constant 2005 USD million					
Europe, total	2,730	3,341	3,990	3,940	4,008
Africa, total	20,903	22,608	24,585	26,299	27,930
North of Sahara, total	2,595	2,685	2,445	2,442	2,486
South of Sahara, total	18,021	19,579	21,730	23,406	24,947
Africa regional/multi-country	288	344	410	452	497
America, total	5,940	6,241	6,483	6,562	6,879
North and Central, total	2,752	2,723	2,913	2,904	3,051
South, total	2,901	3,155	3,253	3,307	3,430
America, regional/multi-country	286	363	318	351	399
Asia, total	29,769	28,621	29,241	29,084	29,278
Middle East, total	9,134	6,690	6,824	6,842	6,878
South and Central Asia, total	11,163	11,374	11,878	11,867	11,858
Far East Asia, total	9,140	10,059	10,122	9,937	10,091
Asia, regional/multi-country	332	499	417	437	450
Oceania, total	1,107	1,170	1,090	1,136	1,136
All developing countries	60,448	61,981	65,389	67,022	69,231
Thematic aid to be programmed	-	-	1,707	2,393	2,916
Grand total	60,448	61,981	67,096	69,415	72,147

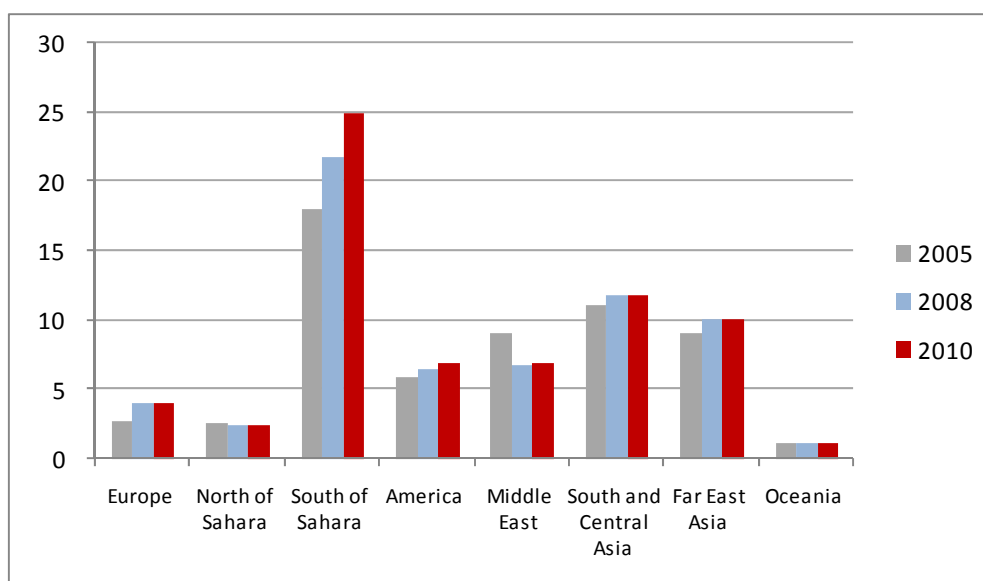
Projections not Predictions

The data shown as 'planned' CPA in 2008, 2009 and 2010 are DAC Secretariat estimates. They are a mix of amounts already in donors' financial planning figures and projections calculated by applying recent trend rates of change in CPA country-by-country (see *Annex II.3*). They are thus indicative estimates of possible increases or decreases in aid to any particular country, region or income group. They are **not** firm commitments to scale-up or decrease aid by the amounts shown. For this, and confidentiality reasons, only total estimates per partner country are given. Individual planning figures between one donor and one partner are not shown, as these are an issue for discussion by countries with their donors collectively and bilaterally.

Table II.2. Estimated CPA by region
(Gross disbursements – 2005=100)

Region	Baseline	Actual	Planned		
	2005	2006	2008	2009	2010
Index: 2005=100					
Europe, total	100	122	146	144	147
Africa, total	100	108	118	126	134
North of Sahara, total	100	103	94	94	96
South of Sahara, total	100	109	121	130	138
Africa regional/multi-country	100	120	142	157	173
America, total	100	105	109	110	116
North and Central, total	100	99	106	106	111
South, total	100	109	112	114	118
America, regional/multi-country	100	127	111	123	139
Asia, total	100	96	98	98	98
Middle East, total	100	73	75	75	75
South and central Asia, total	100	102	106	106	106
Far East Asia, total	100	110	111	109	110
Asia, regional/multi-country	100	150	126	132	136
Oceania, total	100	106	99	103	103
All developing countries	100	103	108	111	115
Thematic aid to be programmed	..	..	..	..	..
Grand total	100	103	111	115	119

Figure II.5. Estimated CPA by region
(Gross disbursements – constant 2005 USD billion)



Scaling up by countries

Donors have programmed scaling up of aid in 102 partner countries totalling USD 10.3 billion. Over half the programmed increase is allocated to countries in Africa followed by countries in Asia.

33. The Survey data by individual partner country (see *Annex II.4*) indicate that scaling up has been planned in two-thirds of partner countries between 2005 and 2010. The Survey suggests an increase in CPA of about USD 10.3 billion in 102 countries, of which 39 are in Africa with an increase of some USD 6.1 billion. Many of the countries with the largest increases in CPA are priority partners for several DAC members' aid and thus reflect scaling up firmly rooted in donors' country strategies. *Table II.3* lists – by size of absolute increase – the 33 countries for which an increase in CPA above USD 100 million is programmed (19 of these countries are in Africa and 10 in Asia). The ratio of CPA to GNI provides a measure of aid dependency. The table shows that for 14 of these 33 countries, aid dependency is expected to decrease or remain constant over the period. This shows the scope for even faster scaling up in these countries without them becoming more aid dependent than now. On the other hand aid dependency in Burundi and Liberia would pass 30% of GNI on the basis of these figures. The final column shows the amount of CPA per capita as another measure of aid dependency to compare with some MDG costing estimates.

Table II.3. Scaling up already programmed – Increase above USD 100 million
Ranking by absolute increase (countries with increasing aid dependency are highlighted) - Gross disbursements

Partner	CPA Baseline 2005	CPA Planned 2010	Increase	CPA/GNI		CPA per capita 2010 ⁽ⁱⁱ⁾
			2005 to 2010	2005 ⁽ⁱ⁾	2010 ⁽ⁱ⁾	
	Constant 2005 USD million		Index: 2005=100	%		Constant 2005 USD
Viet Nam^	1,952	2,703	138	3.8	3.6	30
Kenya^	630	1,373	218	3.3	5.7	36
Tanzania^	1,423	2,085	147	11.5	11.7	49
Ethiopia^	1,094	1,617	148	9.6	9.2	21
Indonesia	1,625	2,146	132	0.6	0.6	9
Sudan*^	469	970	207	1.8	2.2	24
Nigeria^	760	1,137	150	0.9	0.9	7
Turkey	615	948	154	0.2	0.2	12
Pakistan^	1,520	1,834	121	1.4	1.2	11
Cameroon	258	547	212	1.6	2.7	30
Colombia	594	878	148	0.5	0.6	18
Ghana^	967	1,244	129	9.2	8.5	51
Nepal^	372	649	174	4.9	7.2	22
Serbia	450	692	154	1.9	2.2	86
Congo, Dem. Rep.*^	890	1,123	126	13.2	10.9	17
Uganda^	980	1,208	123	11.4	10.3	37
Cote d'Ivoire*^	86	312	364	0.6	1.8	16
Armenia	97	265	274	2.0	3.3	81
Philippines	1,004	1,172	117	0.9	0.8	13
Mozambique^	1,212	1,373	113	18.9	15.1	63
Malawi^	501	661	132	24.7	23.0	46
Malaysia	205	361	176	0.2	0.2	13
Mali^	631	781	124	12.4	12.3	52
Somalia*	59	209	351	..	..	23
Namibia	110	256	232	1.8	3.3	115
Liberia*^	95	238	251	22.8	35.7	65
Rwanda^	500	643	129	23.6	23.0	64
Burundi*^	193	317	164	24.9	31.6	37
Lebanon	110	231	211	0.5	1.0	53
Afghanistan*	2,405	2,525	105	32.8	22.9	..
Palestinian Adm. Areas	619	738	119	14.0	..	182
Croatia	104	215	207	0.3	0.5	45
Zambia^	768	875	114	11.3	9.6	68

* State in situation of conflict or fragility (i.e. Low-income countries scoring 3.2 and below on the World Bank's Country Policy and Institutional Assessment - CPIA). - [^] GNI/capita in 2005 below USD 1,000.

(i) GNI source: DCR 2006. GNI forecast based on IMF projected growth rates (World Economic Outlook database).

(ii) Population source: DCR 2006. Population is assumed to grow at 2% per annum.

Planned decreases in CPA with a focus on countries of special concern

The survey suggests programmed a decrease in CPA in 51 countries, of which 12 are states in situation of conflict or fragility.

34. The Survey suggests a programmed decrease in CPA to 51 countries between 2005 and 2010, mainly in Africa and Asia. The single largest projected decrease in volume is for Iraq, with a fall of USD 2.5 billion. Countries like China, Egypt, India and Thailand can also each expect aid in 2010 to be more than USD 200 million below the 2005 level, reflecting a continuation of an observed recent shift in ODA allocation. *Table II.4* shows the countries with a programmed decrease of above USD 20 million by size of absolute decrease. Of these 21 countries, 8 are LDCs, 9 LMICs and only 2 UMICs. This suggests no particular reallocation of aid towards the poorer countries. Aside from the special case of Iraq, four of the 21 countries in the table are states in situations of conflict or fragility, where these programmed decreases could adversely affect their recovery. These cases deserve particular co-ordinated attention when reviewing the implications of the Survey results on future aid allocations.

Table II.4. Programmed decrease in CPA above USD 20 million
Ranking by absolute decrease - Gross disbursements

Partner	CPA Baseline	CPA Planned	Decrease	CPA/GNI		CPA per capita
	2005	2010	2005 to 2010	2005 ⁽ⁱ⁾	2010 ⁽ⁱ⁾	2010 ⁽ⁱⁱ⁾
	Constant 2005 USD million		Index: 2005=100	%		Constant 2005 USD
Iraq*	7,286	4,784	66	..	..	..
Thailand	778	325	42	0.5	0.1	5
China	2,378	1,993	84	0.1	0.1	1
Egypt	1,114	838	75	1.2	0.7	10
India^	3,142	2,925	93	0.4	0.2	2
Sri Lanka	844	714	85	3.6	2.3	33
Brazil	329	246	75	0.0	0.0	1
Bosnia-Herzegovina	439	359	82	4.2	2.7	85
Senegal^	560	489	87	6.9	4.8	38
Madagascar^	576	520	90	11.6	7.5	25
Jordan	548	496	90	4.2	2.8	82
Eritrea*^	171	127	74	17.7	12.0	26
Honduras	431	388	90	5.4	3.8	49
Chad*^	233	195	84	4.8	3.7	18
Cape Verde	119	85	72	12.3	6.0	152
Timor-Leste*^	176	145	82	25.3	17.3	130
Grenada	33	3	10	7.7	0.7	29
Tajikistan^	167	140	84	7.5	4.6	19
Chile	73	49	66	0.1	0.0	3
Guinea*^	150	127	85	4.6	3.2	13
Bhutan	81	60	73	10.0	4.4	85

* State in situation of conflict or fragility (i.e. Low-income countries scoring 3.2 and below on the World Bank's Country Policy and Institutional Assessment - CPIA).

^ GNI/capita in 2005 below USD 1,000.

(i) GNI source: DCR 2006. GNI forecast based on IMF projected growth rates (World Economic Outlook database).

(ii) Population source: DCR 2006. Population is assumed to grow at 2% per annum.

**Annex II.1. OECD-DAC Secretariat Simulation of DAC Members'
Net ODA Volumes in 2010**
in constant 2006 USD million

The data for 2006 are actuals; debt relief levels were exceptionally high in 2006, assisting some donors to meet or exceed their 2006 targets. The data for 2010 are not forecasts, but Secretariat projections based on public announcements by member countries of the OECD's Development Assistance Committee (DAC). The key figures from such announcements are shown as "Assumptions". To calculate net ODA and ODA/GNI ratios requires projections for GNI for 2010. For 2007 and 2008 the projections of real growth for each country are taken from Annex Table 1 of the OECD Economic Outlook No. 81 (May 2007). For the period 2009-10, real annual GNI growth of 2% is assumed for all countries. While calculations have been discussed at technical level with national authorities, the DAC Secretariat is responsible for the methodology and the final published results..

2006			ASSUMPTIONS	2010			
COUNTRY	Net ODA (2006 USDm)	ODA/GNI		Net ODA (2006 USDm)	ODA/GNI	Real change in ODA compared with 2006	
						(2006 USDm)	Per cent
Austria	1 498	0.47%	0.51% in 2010	1 796	0.51%	297	20%
Belgium	1 978	0.50%	0.7% in 2010	3 025	0.70%	1 047	53%
Denmark	2 236	0.80%	Minimum 0.8%	2 423	0.80%	187	8%
Finland	834	0.40%	0.51% in 2010	1 183	0.51%	348	42%
France ¹	10 601	0.47%	0.42% in 2007 and 0.7% in 2015	12 519	0.51%	1 919	18%
Germany	10 435	0.36%	0.51% in 2010	16 355	0.51%	5 920	57%
Greece	424	0.17%	0.51% in 2010	1 402	0.51%	978	231%
Ireland	1 022	0.54%	0.6% in 2010 and 0.7% in 2012	1 294	0.60%	273	27%
Italy	3 641	0.20%	0.51% in 2010	10 163	0.51%	6 522	179%
Luxembourg	291	0.89%	1% in 2009	376	1.00%	85	29%
Netherlands	5 452	0.81%	Minimum 0.8%	5 962	0.80%	510	9%
Portugal	396	0.21%	0.51% in 2010	1 031	0.51%	635	160%
Spain ^{1 2}	3 814	0.32%	0.5% in 2008 and 0.7% in 2012	7 920	0.59%	4 107	108%
Sweden	3 955	1.02%	1%	4 331	1.00%	376	10%
United Kingdom ^{1 2}	12 459	0.51%	0.37% in 2007-08, 0.56% in 2010 and 0.7% in 2013	14 856	0.56%	2 397	19%
DAC EU Members, Total	59 035	0.43%		84 636	0.57%	25 600	43%
Australia ³	2 123	0.30%	See footnote 3	2 913	0.36%	790	37%
Canada ⁴	3 684	0.29%	See footnote 4	4 162	0.30%	478	13%
Japan ⁵	11 187	0.25%	See footnote 5	10 092	0.21%	-1 095	-10%
New Zealand ⁶	259	0.27%	See footnote 6	344	0.33%	85	33%
Norway	2 954	0.89%	1% over 2006-09	3 661	1.00%	707	24%
Switzerland ⁷	1 646	0.39%	See footnote 7	1 828	0.40%	181	11%
United States ⁸	23 532	0.18%	See footnote 8	24 705	0.17%	1 173	5%
DAC Members, Total	104 421	0.31%		132 341	0.35%	27 920	27%

Notes:

¹ ODA/GNI ratios interpolated between 2007 and/or 2008 and the year to be attained.

² Spain is aiming for a minimum of 0.5% by 2008, with the intention then to aim for 0.7% by 2012; the UK has announced 0.56% in 2010 and 0.7% by 2013.

³ Australia expects to continue increasing its ODA. Funding has been set aside in Australia's Budget to allow Australia to increase its ODA to about 4.3 billion Australian dollars by 2010-11, equivalent to 0.36% ODA/GNI. Australia intends to reach an ODA/GNI target of 0.5% by 2015-16. The figure here is discounted by 2.5% per annum for inflation.

⁴ Canada intends to double its 2001 International Assistance Envelope (IAE) level by 2010 in nominal terms. The Canadian authorities estimate ODA will be 5.1 billion Canadian dollars in 2010. The ODA figure shown here is adjusted for 2 percent annual inflation and converted to USD at the 2006 exchange rate.

⁵ Japan intends to increase its ODA by USD 10 billion in aggregate over the five years 2005 - 2009 compared to 2004. The Secretariat's estimate assumes USD 1.17 billion extra in 2010, compared to 2004, no adjustment being made for inflation.

⁶ New Zealand has announced commitments of 0.30% in 2007-08 and 2008-09, 0.32% in 2009-10 and 0.35% in 2010-11 on a fiscal year basis. This is translated into a commitment of 0.33% in 2010 on a calendar year basis.

⁷ The current financial projections assume that 0.4% will be reached by 2010.

⁸ The United States does not issue or approve forecasts on projected ODA. The amount shown here is purely a Secretariat estimate. It is based on 2004 ODA plus USD 5 billion nominal per annum to cover the Gleneagles G8 commitments on increased aid to Africa, Millennium Challenge Account, and initiatives on HIV/AIDS, malaria and humanitarian aid.

Annex II.2. Coverage of forward planning data to 2010

Gross disbursements, 2005 USD million	CPA 2005 baseline	Estimated share of CPA with forward plans up to 2010	Partner country coverage ⁵
A	B	C	
DAC MEMBERS			
Australia	933	92%	Priority countries
Austria	68	100%	[2008] ^{1,2} All countries
Belgium	503	100%	All countries
Canada	929	100%	¹ All countries
Denmark	947	80%	Priority countries
EC	6,573	100%	All countries
Finland	256	100%	All countries
France	2,496	50%	Priority countries
Germany	1,874	100%	[2008/2009/2010] ^{1,3} All countries
Greece	114	69%	[2008] ² Priority countries
Ireland	302	69%	Priority and major partners
Italy	528	94%	[2009] ² Priority and major partners
Japan	8,431	0%	⁴ Not available
Luxembourg	140	69%	Priority countries
Netherlands	1,075	100%	All countries
New Zealand	122	100%	¹ All countries
Norway	1,155	66%	Priority countries
Portugal	168	84%	Priority countries
Spain	1,074	100%	All countries
Sweden	1,119	100%	All countries
Switzerland	568	67%	[2008] ² Priority countries
United Kingdom	3,198	100%	All countries
United States	14,265	0%	⁴ Not available
Total DAC	46,837	47%	
MULTILATERAL AGENCIES			
IDA	8,172	100%	All countries
AsDB	1,293	100%	All countries
AfDB	988	100%	All countries
IDB	535	0%	Not available
UNDP, UNICEF and UNFPA	1,155	100%	All countries
IFAD	299	0%	Not available
The Global Fund	1,005	0%	Not available
GEF	165	0%	Not available
Total multilateral	13,611	85%	
All donors	60,448	56%	

¹ CPA only applicable to main aid agencies or main programmes.

² Austria, Greece and Switzerland provided forward information up to 2008 and Italy up to 2009..

³ Forward planning data of Germany on a commitment basis relate to aid implemented by GTZ and KfW up to 2008, with data for a few priority partners to 2009 or 2010.

⁴ Japan did provide information on future spending on existing activities based on its ODA Rolling Plan and provided provisional CPA for 2007. The DAC Secretariat is in discussion with Japan and the United States about providing information on parts of their programmes for the next survey.

⁵ Estimates for priority countries are likely to be more reliable than for non priority countries, which in many cases are simple projections.

Annex II.3. Survey methodology and assumptions

The Secretariat collected information from 33 donors on their forward spending plans in all ODA eligible recipient countries and for regional/multi-country programmes. The Survey questionnaire also included a special box for recording announced plans for increased aid to particular sectors still to be programmed at country level. For reference purposes, the Secretariat provided the donors with their reported CPA data for the years 2001 to 2005. The donors were asked to validate the 2005 CPA data, as this is the baseline year of the Survey; four donors revised their CPA baseline data, mainly to limit it just to aid extended by their main aid agencies.

The Survey coverage was good (see *Annex II.2*). Twenty seven donors provided forward estimates which covered 56% of CPA from the 33 donors surveyed. Two bilateral and four multilateral donors were not able to provide any data for this Survey, but are considering how they could participate in future surveys. Of the donors that provided forward estimates, seventeen donors provided data that covered their whole programme or all countries served by their main agencies. Ten bilateral donors provided data covering their major and/or priority partners, with coverage ranging from 50% to 92%, and/or provided truncated series (i.e. series that ended in 2008 or 2009, as the remaining years were beyond their programming cycle).

The donors for which the Secretariat have made estimates to extend the CPA series to 2010 are: Australia, Austria, Denmark, France, Germany, Greece, Ireland, Italy, Japan, Luxembourg, Norway, Portugal, Switzerland, United States, GEF, The Global Fund, IDB and IFAD. The approach in the methodology has been to maximise the use of the data collected through the Survey and the data reported up to 2006 (up to 2007 in the case of Japan) to make an estimate of CPA for each partner for each year from 2008 to 2010 (as shown in *Annex II.4*) as follows:

- Where donors have provided a forward estimate for a partner for any year to 2010, this has been used.
- Where donors have provided an estimate only to 2009 (Germany and Italy for some partners), the Secretariat has applied their projected growth rate from 2008 and 2009 to estimate a 2010 figure.
- In all other cases, the CPA series has been estimated by applying the compound annual growth rate for that donor/partner's CPA between 2004 and 2006 to the latest data value for that donor/partner (2006 for reported data, up to 2008 for survey data), within the following **limits** to smooth out large fluctuations in growth rates observed for some partners:
 - Where the historical growth rate for a given partner country was higher than the donor's total CPA growth rate, the Secretariat has applied a **ceiling** corresponding to the growth rate in total CPA for that donor.
 - Where the historical growth rate for a given partner country was negative, the Secretariat has applied a **floor** of zero change (i.e. carried forward the last observation in real terms to 2010).
- There were two additional qualifications to this methodology:
 - In the case of the US, the above methodology was applied only for countries in sub-Saharan Africa, in line with the US commitment to double aid to this region up to 2010. For all other regions, US CPA reported for 2006 has been carried forward in real terms to 2010.
 - France has provided data only for their priority partner countries, for which they have programmed a major increase in CPA by 2010. For the remaining countries, French CPA reported for 2006 has been carried forward in real terms to 2010.

Annex II.4. Country programmable aid, individual country estimates (Gross disbursements)

The data below do not reflect commitments to future aid levels, but projected CPA disbursements at partner country level as reported by the DAC members and selected multilateral agencies, supplemented by DAC Secretariat estimates (see *Annex II.3*).

Partner/Region	CPA Baseline	CPA Planned			Change	CPA/GNI		CPA per capita
	2005	2008	2009	2010	2005 to 2010	2005 ⁽ⁱ⁾	2010 ⁽ⁱ⁾	2010 ⁽ⁱⁱ⁾
	Constant 2005 USD million				Index: 2005=100	%		Constant 2005 USD
Europe, total	2,730	3,990	3,940	4,008	147	..	..	..
Albania	265	302	283	280	105	3.1	2.5	82
Belarus	23	30	30	33	142	0.1	0.1	3
Bosnia-Herzegovina	439	383	354	359	82	4.2	2.7	85
Croatia	104	200	208	215	207	0.3	0.5	45
Macedonia, TFYR	187	200	199	194	103	3.3	2.7	88
Moldova [^]	109	174	173	170	156	3.2	3.7	41
Montenegro	0	73	71	72	220	0.0	2.6	110
Serbia	450	642	671	692	154	1.9	2.2	86
Turkey	615	979	925	948	154	0.2	0.2	12
Ukraine	322	378	379	387	120	0.4	0.3	8
States Ex-Yugoslavia	43	35	35	33	77	..	..	..
Europe, regional	173	595	611	625	362	..	..	..
Africa, total	20,903	24,585	26,299	27,930	134	..	..	..
North Africa, total	2,595	2,445	2,442	2,486	96	..	..	..
Algeria	190	186	179	184	97	0.2	0.2	5
Egypt	1,114	842	830	838	75	1.2	0.7	10
Libya	12	29	29	29	254	0.0	0.0	5
Morocco	723	750	761	776	107	1.4	1.2	24
Tunisia	435	505	502	509	117	1.6	1.4	46
North of Sahara, regional	122	132	142	150	123	..	..	..
South of Sahara, total	18,021	21,730	23,406	24,947	138	..	..	..
Angola [*]	293	289	304	318	108	1.0	0.5	18
Benin [^]	321	346	372	371	115	7.5	6.8	39
Botswana	52	48	53	54	103	0.5	0.4	28
Burkina Faso [^]	606	552	598	608	100	10.6	8.3	41
Burundi [^]	193	273	300	317	164	24.9	31.6	37
Cameroon	258	422	480	547	212	1.6	2.7	30
Cape Verde	119	96	90	85	72	12.3	6.0	152
Central African Rep. ^{.*^}	73	84	94	105	143	5.4	6.1	24
Chad [^]	233	207	202	195	84	4.8	3.7	18
Comoros [^]	15	33	33	32	208	3.9	7.5	48
Congo, Rep. [^]	123	84	91	105	85	2.8	1.7	24
Congo, Dem. Rep. ^{.*^}	890	1,012	1,073	1,123	126	13.2	10.9	17
Cote d'Ivoire [^]	86	311	306	312	364	0.6	1.8	16
Djibouti [*]	54	51	50	48	89	7.0	4.6	55
Equatorial Guinea	27	29	34	40	145	0.8	0.9	71
Eritrea [^]	171	125	122	127	74	17.7	12.0	26
Ethiopia [^]	1,094	1,449	1,516	1,617	148	9.6	9.2	21
Gabon	73	58	61	65	90	1.1	0.8	43
Gambia [^]	53	57	63	71	134	11.8	11.6	42
Ghana [^]	967	905	1,046	1,244	129	9.2	8.5	51
Guinea [^]	150	133	124	127	85	4.6	3.2	13
Guinea-Bissau [^]	57	45	46	48	83	19.8	14.3	27
Kenya [^]	630	1,083	1,236	1,373	218	3.3	5.7	36
Lesotho [^]	62	92	102	111	178	3.5	4.8	57
Liberia [^]	95	284	301	238	251	22.8	35.7	65
Madagascar [^]	576	507	509	520	90	11.6	7.5	25
Malawi [^]	501	542	583	661	132	24.7	23.0	46
Mali [^]	631	682	732	781	124	12.4	12.3	52

Partner/Region	CPA Baseline	CPA Planned			Change 2005 to 2010	CPA/GNI		CPA per capita 2010 ⁽ⁱⁱ⁾
	2005	2008	2009	2010	Index: 2005=100	2005 ⁽ⁱ⁾	2010 ⁽ⁱ⁾	Constant 2005 USD
	Constant 2005 USD million					%		
Mauritania^	156	184	177	181	116	8.2	7.1	53
Mauritius	46	96	100	98	215	0.7	1.2	72
Mayotte	208	327	327	327	157	..	..	1,617
Mozambique^	1,212	1,249	1,326	1,373	113	18.9	15.1	63
Namibia	110	202	224	256	232	1.8	3.3	115
Niger^	359	330	343	356	99	10.6	8.4	23
Nigeria^	760	977	1,058	1,137	150	0.9	0.9	7
Rwanda^	500	537	582	643	129	23.6	23.0	64
St. Helena	22	32	31	31	136	..	..	3,769
Sao Tome & Principe^	32	17	17	16	49	..	..	89
Senegal^	560	482	487	489	87	6.9	4.8	38
Seychelles	8	5	5	5	58	1.1	0.5	49
Sierra Leone^	262	217	234	248	94	22.1	15.1	41
Somalia*	59	154	187	209	351	..	..	23
South Africa	710	762	771	782	110	0.3	0.3	15
Sudan^	469	859	925	970	207	1.8	2.2	24
Swaziland	59	59	80	94	158	2.3	3.2	77
Tanzania^	1,423	1,688	1,879	2,085	147	11.5	11.7	49
Togo^	51	69	72	72	143	2.4	2.9	11
Uganda^	980	1,052	1,120	1,208	123	11.4	10.3	37
Zambia^	768	746	819	875	114	11.3	9.6	68
Zimbabwe^	148	215	229	230	156	4.6	..	16
South of Sahara, regional	714	1,673	1,888	2,023	283	..	..	..
Africa, regional	288	410	452	497	173	..	..	..
America, total	5,940	6,483	6,562	6,879	116	..	..	..
North and Central America, total	2,752	2,913	2,904	3,051	111	..	..	..
Anguilla	4	0	0	0	0	..	..	1
Antigua and Barbuda	8	1	1	1	14	0.9	0.1	11
Barbados	6	10	20	24	380	0.2	0.7	81
Belize	11	12	15	20	184	1.1	1.7	61
Costa Rica	61	63	65	64	105	0.3	0.3	13
Cuba	60	67	76	84	139	..	..	7
Dominica	8	3	3	3	37	3.1	1.0	38
Dominican Republic	126	159	173	197	156	0.5	0.5	19
El Salvador	178	194	207	225	127	1.1	1.1	30
Grenada	33	4	4	3	10	7.7	0.7	29
Guatemala	208	304	237	254	122	0.7	0.6	18
Haiti^	383	436	438	451	118	8.7	8.7	48
Honduras	431	383	376	388	90	5.4	3.8	49
Jamaica	99	91	93	98	99	1.1	1.0	34
Mexico	248	260	264	270	109	0.0	0.0	2
Montserrat	28	34	33	29	104	..	..	2,815
Nicaragua^	561	545	540	561	100	11.7	9.6	99
Panama	36	47	50	53	147	0.2	0.2	15
St. Kitts-Nevis	3	10	10	10	342	0.7	2.1	183
St. Lucia	14	8	8	8	56	1.8	0.8	44
St. Vincent & Grenadines	10	6	6	6	58	2.6	1.1	46
Trinidad and Tobago	9	9	15	26	273	0.1	0.1	18
Turks and Caicos Islands	4	0	0	0	0	..	..	0
West Indies Unallocated	32	42	43	45	141	..	..	..
North & Central A., regional	191	225	226	234	122	..	..	..
South America, total	2,901	3,253	3,307	3,430	118	..	..	..
Argentina	87	88	93	100	115	0.0	0.0	2
Bolivia	608	644	661	689	113	6.7	6.0	68
Brazil	329	236	238	246	75	0.0	0.0	1
Chile	73	44	46	49	66	0.1	0.0	3
Colombia	594	860	859	878	148	0.5	0.6	18

Partner/Region	CPA Baseline	CPA Planned			Change 2005 to 2010	CPA/GNI		CPA per capita 2010 ⁽ⁱⁱ⁾
	2005	2008	2009	2010	Index: 2005=100	2005 ⁽ⁱ⁾	2010 ⁽ⁱ⁾	Constant 2005 USD
	Constant 2005 USD million					%		
Ecuador	240	230	235	250	104	0.7	0.6	17
Guyana	119	124	124	124	104	15.9	13.1	152
Paraguay	103	139	137	142	138	1.4	1.5	22
Peru	560	605	627	659	118	0.8	0.6	21
Suriname	39	62	66	61	157	3.3	4.0	125
Uruguay	26	32	28	30	113	0.2	0.1	8
Venezuela	39	37	35	37	97	0.0	0.0	1
South America, regional	84	152	159	166	197	..	..	..
America, regional	286	318	351	399	139	..	..	..
Asia, total	29,769	29,241	29,084	29,278	98	..	..	..
Middle East, total	9,134	6,824	6,842	6,878	75	..	..	..
Iran	30	35	32	33	111	0.0	0.0	0
Iraq*	7,286	4,843	4,798	4,784	66	..	..	..
Jordan	548	488	491	496	90	4.2	2.8	82
Lebanon	110	226	233	231	211	0.5	1.0	53
Oman^	9	5	5	5	58	..	..	2
Palestinian Adm. Areas	619	673	711	738	119	14.0	..	182
Saudi Arabia	11	9	9	9	77	0.0	0.0	0
Syria	100	135	135	140	140	0.4	0.4	7
Yemen^	297	335	342	356	120	2.0	1.9	15
Middle East, regional	125	74	86	87	70	..	..	..
South and Central Asia, total	11,163	11,878	11,867	11,858	106	..	..	..
Afghanistan*	2,405	2,546	2,535	2,525	105	32.8	22.9	..
Armenia	97	282	273	265	274	2.0	3.3	81
Azerbaijan	105	183	193	195	186	0.9	0.7	21
Bangladesh^	1,437	1,667	1,351	1,420	99	2.3	1.7	9
Bhutan	81	63	60	60	73	10.0	4.4	85
Georgia	214	250	259	275	129	3.4	2.7	57
India^	3,142	2,915	2,889	2,925	93	0.4	0.2	2
Kazakhstan	141	183	190	196	139	0.3	0.3	12
Kyrgyz Republic^	154	191	185	185	120	6.5	5.8	33
Maldives	26	21	21	22	86	3.6	2.1	61
Myanmar*	92	113	118	123	134	..	..	2
Nepal^	372	586	632	649	174	4.9	7.2	22
Pakistan^	1,520	1,665	1,971	1,834	121	1.4	1.2	11
Sri Lanka	844	749	721	714	85	3.6	2.3	33
Tajikistan^	167	154	149	140	84	7.5	4.6	19
Turkmenistan	14	8	8	8	55	0.2	0.1	1
Uzbekistan*^	145	173	181	193	133	1.0	0.9	7
Central Asia, regional	0	60	61	62	..	..	..	..
South Asia, regional	0	11	11	11	..	..	..	..
South & Central Asia, regional	209	58	58	58	28	..	..	..
Far East Asia, total	9,140	10,122	9,937	10,091	110	..	..	..
Cambodia*^	484	529	540	573	118	8.1	6.5	37
China	2,378	1,975	1,936	1,993	84	0.1	0.1	1
Indonesia	1,625	2,213	2,221	2,146	132	0.6	0.6	9
Korea, Dem. Rep.	21	12	11	11	54	..	..	0
Laos*^	291	335	324	330	113	11.1	8.7	53
Malaysia	205	360	361	361	176	0.2	0.2	13
Mongolia^	172	187	179	172	100	8.4	5.3	61
Philippines	1,004	1,091	1,125	1,172	117	0.9	0.8	13
Thailand	778	322	323	325	42	0.5	0.1	5
Timor-Leste*^	176	144	143	145	82	25.3	17.3	130
Viet Nam^	1,952	2,784	2,635	2,703	138	3.8	3.6	30
Far East Asia, regional	53	172	138	158	296	..	..	..
Asia, regional	332	417	437	450	136	..	..	..

Partner/Region	CPA Baseline	CPA Planned			Change 2005 to 2010	CPA/GNI		CPA per capita 2010 ⁽ⁱⁱ⁾
	2005	2008	2009	2010	Index: 2005=100	2005 ⁽ⁱ⁾	2010 ⁽ⁱ⁾	Constant 2005 USD
	Constant 2005 USD million					%		
Oceania, total	1,107	1,090	1,136	1,136	103	..	..	..
Cook Islands	7	9	9	9	124	..	..	369
Fiji	63	43	64	70	110	2.3	2.4	75
Kiribati*	27	27	27	28	103	23.8	22.0	256
Marshall Islands	56	51	51	51	91	31.3	..	724
Micronesia, Fed. States	106	110	110	110	104	41.4	..	919
Nauru	9	15	15	14	162	..	..	980
Niue	21	9	10	11	52	..	..	6,525
Palau	23	34	34	34	147	15.6	..	1,565
Papua New Guinea*^	290	310	325	317	110	6.4	5.5	49
Samoa	45	37	36	35	78	11.8	7.6	174
Solomon Islands*^	192	108	117	116	61	64.2	32.1	220
Tokelau	15	14	15	15	100	..	..	9,429
Tonga*	33	24	23	22	67	15.7	10.4	201
Tuvalu	9	9	10	10	109	..	..	741
Vanuatu*	39	51	56	53	137	11.3	12.5	227
Wallis & Futuna	72	99	99	99	137	..	..	5,716
Oceania, regional	100	139	135	141	141	..	..	..
Thematic aid to be programmed	..	1,707	2,393	2,916	..	..	..	..

* State in situation of conflict or fragility

(Low-income countries scoring 3.2 and below on the World Bank's Country Policy and Institutional Assessment - CPIA)

^GNI/capita in 2005 below USD 1,000

⁽ⁱ⁾ GNI source: DCR 2006. GNI forecast based on IMF projected growth rates (World Economic Outlook database).

⁽ⁱⁱ⁾ Population source: DCR 2006. Population is assumed to grow at 2% per annum.

PART III. DONOR PRACTICES ON FORWARD PLANNING OF AID EXPENDITURES

A. Donors' country allocation and budgetary procedures

35. As part of the DAC Survey of Aid Allocation Policies and Indicative Forward Spending Plans, the DAC Secretariat carried out a desk study in 2007 on donors' country allocation and budgetary procedures, based on public information available in DAC documents and donors' Internet sites. It drafted for each donor – DAC members and selected multilateral organisations – a one-page text including a description of the donor's overall budget framework for development co-operation, arrangements for forward planning of aid expenditures at the operational level and notes on the availability of forward information. Donors were requested to verify the accuracy of the information and, if necessary, provide updates. *Annex III.1* presents the information as validated by donors: 23 DAC members, the World Bank, the African Development Bank, the Asian Development Bank, a number of UN agencies, The Global Fund to fight AIDS, Tuberculosis and Malaria and the Global Environment Facility.

B. Summary of donor practices

Overall budget framework for development co-operation

36. All DAC bilateral donors work with annual budgets. In general, the budget is approved by the parliament 1-3 months before the beginning of the financial year. *Table III.1* shows the month in which the government's proposal becomes publicly available – for most DAC members between September and November, as their financial year corresponds to the calendar year.

Table III.1. Development co-operation budget timeframes

Budget proposal submitted to parliament	Donor	Financial year starting
August	Denmark	January
September	France, Finland, Germany, Italy, Netherlands, Sweden	
October	Belgium, Luxembourg, Norway, Spain, Switzerland	
November	Austria, Greece, Ireland, Portugal	
January	Japan	April
February	Canada	April
	United States	October
March	United Kingdom	April
May	Australia, New Zealand	July

37. While budgets are annual, budgetary planning is multi-year. In at least half of DAC member countries, the budget proposal includes a forward looking, 3-4-year indicative spending plan or expenditure scenario. These scenarios are generally presented to the parliament for information. While the parliament in some cases (e.g. Switzerland) endorses a multi-year budget framework, the endorsement does not guarantee the availability of funds in later years. Payments can be authorised only from the approved annual budgets. The same applies to members that have set a target for their ODA/GNI ratio. The budget proposal links ODA to GNI forecasts, but funding is subject to approval by the parliament year by year.

38. The budget proposal outlines the government's policy priorities with regard to sectors, themes and recipients of aid and the shares of bilateral and multilateral ODA. For recipients, priorities are generally expressed in terms of regional allocations and focus (for example, "priority given to Africa"), listing priority partner countries and, in some cases, specifying allocations to these.

39. Most members have an integrated budget for development co-operation. Once the budget is adopted by the parliament, resources are allocated to the spending authorities (government departments,

aid agencies or embassies). Canada, the Netherlands and the United States have a funding envelope covering all international assistance (i.e. both ODA and non-ODA activities).⁸

40. Multilateral agencies' budget frameworks (as regards core funding⁹) are multi-year. The European Community's ODA instruments stretch over 6-7 years and the multi-year financial frameworks of the largest UN funds and programmes – UNDP, UNICEF and UNFPA – over 4 years.¹⁰ The policy and allocation priorities of multilateral development banks and global funds are set during the replenishment negotiations that take place every 3-4 years.

Planning at the operational level

41. Planning and programming at the operational level takes place through country strategies, indicative co-operation programmes or similar instruments. Donors elaborate multi-year strategies for their major partner countries and in some cases regions, typically covering a period of 3-5 years. These provide a framework for the donor's involvement in the country, analysing needs, setting out the rationale of the interventions, and outlining the operations (sectors and modalities). Some donors present the elaboration of multi-year country strategies as an internal process between headquarters and the donors' embassies; others emphasise that the strategy results from bilateral consultations with the partner countries.

42. The approach of the United States differs from that of other DAC members in that each US government agency has its individual approach to planning, agreeing and implementing its assistance with the partner country.

43. Most donors' country strategies provide forward information on planned annual expenditure. The extent to which the information is shared with partner countries varies from one donor to another. Some include indications of future funding levels in co-operation agreements signed with partner countries; others share such information on an informal, non-committal basis; yet others do not share the information or share it only with selected partners or in relation to budget support.

44. Donors' practices of forward planning differ also with regard to the periodicity of updating the indicative financial plans. Some donors update their multi-year financial plans every year and could therefore provide forward information 3-4 years ahead on a regular basis. Other donors update plans following a schedule of bilateral consultations with the partner countries, and could therefore provide forward information 1-4 years ahead, depending on the date of the latest consultations.

45. Multi-year country strategies are commonly supplemented with annual country plans, laying out financial allocations for the year and including information on projects and programmes to be implemented during the year. For a few donors, annual planning implies calls for project proposals which could be funded through the development co-operation budget.

46. Multilateral agencies generally determine resource allocations using a resource allocation model, based on country needs (measured principally by GNI per capita) and performance.¹¹ The development banks formulate their grants and concessional lending programmes with the help of country performance rating (CPR) systems, consisting of country policy and institutional assessments and portfolio performance assessments. The GEF applies a model to two-thirds of its allocable resources, with one-third allocated on a project-by-project basis. The Global Fund operates on a responsive basis; initial funding is awarded on the basis of the quality of project proposals received from countries, but continued and renewed funding depends on proven results and targets achieved.

47. UNDP, UNICEF and UNFPA also allocate core resources to country programmes using resource allocation models. The models are based on development indicators relevant to each agency's

⁸ The Netherlands has a separate ODA target within this envelope.

⁹ Multilateral agencies' operational activities in developing countries are funded partly from the agencies' regular (core) resources, partly from other (non-core) resources. Only allocations of core resources are discussed here. Non-core resources, which include bilateral donors' earmarked contributions to specific projects and programmes, are covered in bilateral aid budgets/allocations.

¹⁰ UN funds and programmes obtain their core resources through donors' voluntary contributions. The core-funded operational activities of UNCTAD, UN-Habitat, UNAIDS, UNEP and UNODC are of much smaller scale and were not examined in the Survey. WFP, UNHCR and UNRWA were not covered as their activities do not fall under the definition of country programmable aid (which excludes food aid and humanitarian aid). UN specialised agencies use core resources (obtained through assessed contributions) for field programme activities only to a limited extent.

¹¹ Only two DAC members (Netherlands and the United Kingdom) mention use of a resource allocation model to help to decide on their allocations.

mandate and other criteria, such as priority regions and/or income groups, defined by the agencies' executive boards. Core resources are used also on programme support costs in the agencies' headquarters. Operational planning at the country level takes place within the United Nations Development Assistance Framework (UNDAF). The UNDAF is based on the partner country's development priorities and defines how the UN agencies support these through various projects and programmes over a 5-year period. Analytical work for UNDAF is either government-led or based on the UN's Common Country Assessments (CCA); the UNDAF cycles are aligned, whenever possible, with the national planning frameworks. The UNDAF is inclusive of all UN agencies that are members of the UN Development Group (UNDG). This means agencies (funds, programmes and specialised agencies) are involved in the joint programming process even if they had no core-funded country programmes. Note also that the UNDAF covers both core and non-core funded activities, including those for which funding has not been secured.

Annex III.1. Compendium of donor practices on forward planning of aid expenditures

AUSTRALIA

Overall budget framework for development co-operation

The Australian Government's development co-operation budget proposal is contained in the Foreign Affairs and Trade Portfolio Budget Statement (PB Statement), which is submitted to the Parliament each year in May, in advance of the fiscal year which begins on 1 July. In addition to the PB Statement, there is a ministerial budget statement which details the activities underpinning the budget proposal. The most recent one (*Australia's Overseas Aid Program 2007-08*) provides details on planned ODA allocations, by recipient and by sector, in FY 2007-08.

Once the budget is adopted by the parliament, resources are allocated to agencies through the annual appropriations acts. The development co-operation budget is managed by the Australian Agency for International Development (AusAID), an autonomous agency under the aegis of the Department of Foreign Affairs and Trade.

The ODA budget for FY 2007-08 is AUD 3.2 billion, corresponding to 0.3% of GNI. Australia continues to support the UN target of 0.7% ODA/GNI as an aspiration, but does not support a time bound target to reach this goal. Funding has been set aside in Australia's Budget to allow an increase in its ODA to about 4.3 billion Australian dollars by 2010-11, equivalent to 0.36% ODA/GNI. Australia intends to reach an ODA/GNI target of 0.5% by 2015-16.

Planning at operational level

Australia has development partnership strategies with 32 countries, with a geographic focus on the Asia-Pacific region. For each partner country or in some cases regions, Australia develops a multi-year strategy, which typically covers a period of up to 4 years. The country strategies provide the overall policy and implementation framework for Australia's aid programme but do not include multi-year financial plans. Aid allocations are determined during the annual budget process.

Availability of forward information

- Information on the development co-operation budget becomes publicly available in May (for the fiscal year starting on 1 July).
- Country strategies provide a multi-year planning framework. Aid allocations are determined in the annual budget process.

AUSTRIA

Overall budget framework for development co-operation

Austria's development co-operation policy and thematic priorities are outlined in a 3-year programme, revised every year on a rolling basis. The programme is endorsed by the Council of Ministers and communicated to the Parliament for information. A large number of ministries, agencies and institutions (as well as the federal provinces and municipalities) provide funds for development co-operation. The 3-year programme presents ODA forecasts (projections from the existing expenditure rates) by institution.

The development co-operation budget, contained in the ministerial budgets, is approved once a year in the Federal Finance Act. The core bilateral programme is included in the budget of the Ministry of Foreign Affairs. The budget is submitted to the Parliament each year in November, in advance of the fiscal year which begins on 1 January.

Austria has endorsed the overall UN ODA/GNI target of 0.7% by 2015 and the EU agreed target of 0.51% by 2010.

Planning at operational level

The Austrian Development Agency (ADA) is responsible for administering and contracting out the core bilateral programme which represents a relatively small share of Austria's total ODA.

The core bilateral programme is allocated to 13 priority recipients (Nicaragua, Cape Verde, Burkina Faso, Ethiopia, Mozambique, Uganda, Bhutan, Albania, Bosnia-Herzegovina, The Former Yugoslav Republic of Macedonia, Montenegro, Moldova and Palestinian administered areas) and 20 other co-operation countries. Bilateral co-operation agreements with these countries are multi-year and in some cases include the level of funding over the 3-4 year period.

Availability of forward information

- Next year's overall budget for development co-operation is available in the Federal Finance Act which is submitted to the parliament in November.
- The 'Three-year programme of Austrian Development Policy' includes projections of ODA by institution.
- Allocations to focus countries are planned over 3-4 years.

BELGIUM

Overall budget framework for development co-operation

The *Direction générale de la coopération au développement* [General Directorate for Development Co-operation] (DGCD), which is part of the Federal Office of Foreign Affairs, External Trade and Development Co-operation (SPFAE), manages the bulk (around 55%) of Belgium's ODA. The *Service Public Fédéral des Finances* (Federal Finance Office) manages about 11% of ODA, including government-to-government loans, while the *Office national du Ducroire* (the official trade and investment insurance agency) handles debt issues. The regions, the “communities”, the provinces and a great number of communes account for an additional 4% of ODA.

Belgium has instituted an integrated “development co-operation” budget. It includes budgetary items that formerly appeared in the budgets of other departments (for example statutory contributions to international institutions). However, the budget for co-operation loans is still organisationally distinct. The budget for each year is submitted to parliament by the end of October of the previous year, for approval no later than 31 December.

Belgium is committed to bringing ODA up to 0.7% of GNI by 2010. This commitment (which goes beyond the European undertaking to achieve 0.51% in 2010 and 0.7% in 2015) was recorded in the programme-law of 24 December 2002, and confirmed in the Government Accord of July 2003. The established growth framework calls for steady increases of 0.05% of GNI each year.

Planning at operational level

Belgium's bilateral assistance is provided through both direct and indirect co-operation channels. Direct assistance is governed by specific co-operation agreements between governments. The programmes are prepared and financed by the DGCD, but are carried out by a public corporation, *Coopération Technique Belge* (CTB). Indirect aid consists of programmes co-financed by the DGCD but prepared and implemented by NGOs, universities, scientific institutions etc.

Direct bilateral aid is targeted at 18 countries: Algeria, Benin, Bolivia, Burundi, Democratic Republic of Congo, Ecuador, Mali, Morocco, Mozambique, Niger, Palestinian administered areas, Peru, Rwanda, Senegal, South Africa, Tanzania, Uganda, and Viet Nam. The law of 25 May 1999 instituted the principle of geographic concentration for direct bilateral aid. As well, Belgium concentrates its aid within each country on a limited number of sectors: basic health needs, including reproductive health; education and training; agriculture and food security; basic infrastructure; and conflict prevention and social cohesion.

The co-operative relations between Belgium and its bilateral co-operation partner countries are governed by joint commissions, which adopt the Indicative Co-operation Programmes (PICs). The joint commissions meet normally every three or four years. At the end of each session, a financial envelope is determined as the basis for preparing the co-operation programmes, leading to signature of specific co-operation agreements.

Availability of forward information

- Multiyear country envelopes are available in the PIC.
- The annual co-operation budget is submitted to parliament each year no later than 31 October.

CANADA

Overall budget framework for development co-operation

Canadian development co-operation activities are mainly funded from the International Assistance Envelope (IAE). The IAE consists of five pools - development, international financial institutions, peace and security, crisis, development research. It provides for both ODA and non-ODA activities. The Cabinet is responsible for the allocation of incremental funds from the IAE to departments and institutions implementing the international assistance programme. The IAE is jointly managed by the Canadian International Development Agency (CIDA), the Department of Foreign Affairs & International Trade (DFAIT) and the Department of Finance, in collaboration with the Treasury Board Secretariat and the Privy Council Office.

In 2002, Canada announced its intention to scale up aid by doubling its IAE from FY 2001-02 level by FY 2010-11, with planned annual increases of 8%. This commitment was reconfirmed in the 2007 Federal Government's Budget. Federal budgets are typically tabled in February prior to the fiscal year starting on 1 April.

The bulk of the IAE is included in the budgets of CIDA, DFAIT and the Department of Finance. Detailed information on the activities to be financed is presented to Parliament in the Estimates which includes the 'Reports on Plans and Priorities', submitted by each agency/department implementing development co-operation.

Planning at the operational level

The 2007 Federal Government's Budget lays out a three-point program for enhancing the focus, efficiency and accountability of Canada's international assistance efforts. Canada will concentrate its traditional bilateral aid in fewer countries in a manner consistent with its foreign policy objectives. Canada will also work to increase efficiency and examine options to ensure the independent evaluation of its aid programme.

The IAE is managed by CIDA (68% of total planned aid resources for FY 2007-08), DFAIT (assessed contributions to multilaterals, peace and security programs), Department of Finance (IDA, multilateral debt relief), International Development Research Centre (IDRC), and some other government departments. About 40% of the total budget can be broken down by recipient.

At CIDA, planning at the operational level is multi-year with financial allocations by channel (region and institutional). CIDA further develops country strategies with its partners that serve as a basis for strategic engagement and business planning for a period of 5-10 years.

Availability of forward information

- Information on the following financial year's overall development co-operation budget becomes publicly available in the spring in the Report on Plans and Priorities. The breakdown is by "strategic outcome".

DENMARK

Overall budget framework for development co-operation

The annual development co-operation budget is included in the annual Finance Act proposal (Finanslovsforslag), under the Ministry of Foreign Affairs (MFA) chapter. The proposal is submitted to the Folketing (Parliament) each year, by end August at the latest, and is approved before the beginning of the fiscal year on 1 January. The development co-operation budget is submitted on an accrual basis, i.e. it encompasses total annual commitments (rather than the planned annual disbursements). Once allocated, the funds are managed by the South Group in the MFA (commonly known as Danida).

Annexed to the annual budget proposal is a rolling five year plan of Danish development co-operation (commitments and disbursements). This plan includes information at country level (e.g. sectoral breakdown by recipient) for Denmark's 16 programme (priority) countries.

The Danish Government has announced that it will not allow development assistance dip below the level of 0.8 per cent of GNI in the years ahead. The approved ODA budget for 2007 was DKK 13.895 billion.

Planning at operational level

For each programme country (Bangladesh, Benin, Bhutan, Bolivia, Burkina Faso, Egypt, Ghana, Kenya, Mali, Mozambique, Nepal, Nicaragua, Tanzania, Uganda, Viet Nam and Zambia), Denmark elaborates a 'Strategy for Danish Co-operation' which covers up to 5 years in advance. These provide a framework for **Planning at operational level** (including the identification of new phases of Danish support to sector programmes and other priority areas), together with an outline of the planned distribution of resources between the sectors and focus areas for each year of the strategy period.

The country strategies are prepared by the Danish embassies in programme countries. They are endorsed both by the Danish Minister for Development Co-operation and the partner country authorities. They form the basis for the statutory rolling five-year plan of Denmark's total development co-operation budget.

Availability of forward information

- A given year's budget for development co-operation is available in the budget proposal submitted during August of the previous year.
- Multi-year financial plans are available in the annual Finance Act and in the country strategies. The latter are negotiated every 5 years.

EUROPEAN COMMUNITY

Overall budget framework for development co-operation

Following a reform of the European Community's financial instruments in 2006, the majority of EC ODA is funded through the European Development Fund (EDF), the Development Co-operation Instrument (DCI) and the European Neighbourhood Instrument (ENPI). The EDF is a multi-annual programme under the responsibility of the Directorate General for Development and Relations with African, Caribbean and Pacific countries (DEV) as regards multi-annual strategies and programming and the EuropeAid Cooperation Office as regards the identification and implementation specific projects and programmes. It is funded by contributions from EU member states (outside the Community budget). For the DCI and the ENPI, elaboration of multi-annual strategies and programming is the responsibility of the Directorate General for External Relations (RELEX) with EuropeAid Cooperation Office identifying and implementing specific projects and programmes. The DCI and ENPI are financed directly from the Community's annual budget. The DCI supports development programmes in Latin America, Asia, Central Asia, Middle East and South Africa. The ENPI provides financial assistance to development in neighbouring countries of the Mediterranean basin and Eastern Europe.

The 10th EDF will run from 2008-13. The total amount available is EUR 22.7 billion. This is divided into two distinct envelopes. The "A-envelope" is an allocation for programmable assistance and the "B-envelope" covers unforeseen needs. The current DCI funding envelope for 2007 – 2013 amounts to EUR 16.9 billion and includes indicative financial allocations per region and thematic programme.

Other EC funding programmes include the Instrument for Pre-Accession, the Instrument for Stability and the European Instrument for Democracy and Human Rights.

Planning at operational level

Most Community aid to a country is outlined in the country strategy papers (CSPs) which currently have a medium-term perspective of 6-7 years. The CSP provides the strategic framework for the EC's involvement in the country, analysing needs and setting out the rationale of the interventions, listing the various activities and the specific objectives for each sector. They do not include thematic and regional funds. The CSPs are supplemented with National Indicative Programmes (NIPs). The NIP is a shorter, focused document listing the sectors of intervention, activities and indicative financial plans.

The CSPs concerning the EDF (ACP countries) are communicated to the country. They run for the same period as the EDFs, so CSPs for 2008-13 are being finalised. In the case of DCI and ENPI, mixed commissions are used to discuss overall aid levels. The CSPs of the countries covered by the DCI and ENPI cover the period 2007-13.

For both the EDF, DCI and ENPI funds, in addition to the overall multi-year financial framework, the EC adopts annual action programmes based on the strategy papers.

Availability of forward information

- Information on the 10th EDF overall envelope covering years 2008-13 became available in October 2006. Country allocation process is being finalised as part of the CSPs. Information on the DCI overall envelope covering the years 2007-13 became available in October 2006 when the Council adopted the EC budget for 2007.
- Country allocation processes for EDF, DCI and ENPI are being finalised as part of the CSPs.
- In 2007 most annual action programmes per country shall be adopted in the last quarter of the year.

FINLAND

Overall budget framework for development co-operation

Finland's development co-operation budget, which comprises the bulk of its ODA, is determined by the economic plan of the central government. Each new government agrees on a budget framework (spending limits) for development co-operation, covering the whole parliamentary period. The present budget framework covers years 2008-11. The announced levels of the development co-operation budget are: €582m (2007), €685m (2008), €753m (2009), €820m (2010) and €928m (2011).

The formulation of the annual development co-operation budget starts each year in March. The MFA submits a draft proposal to the Ministry of Finance in May. The budget proposal is finalised in June-August and submitted to the Parliament in September. The Parliament approves the budget in December. It decides on annual aid allocations by main category of expenditure: multilateral ODA, bilateral country/region specific ODA, European Development Fund, humanitarian aid, planning and support functions, evaluation/audit, NGOs, concessional credits. For the first two categories, the budget proposal includes a breakdown by recipient (organisation, country or region as the case may be). For each main category of expenditure, the Parliament also approves so-called budget authorities for future years. This enables the MFA to make multi-year commitments.

Planning at operational level

In parallel with budget drafting and negotiations, the regional and policy departments prepare their 4-year 'operating and financial plans'. The regional departments handling ODA funds (Africa/Middle East and Latin America/Asia) plan expenditure at the country level for Finland's eight long-term partner countries (Mozambique, Tanzania, Ethiopia, Zambia, Kenya, Nicaragua, Viet Nam and Nepal). Allocations on "regional programmes", "other countries" and "local co-operation funds" are included in the plan at the aggregate level. The current operating and financial plan goes up to 2012.

Availability of forward information

- Forward information on next year's overall budget for development co-operation becomes publicly available in August.
- The budget includes forward information at country level for one year but only on Finland's long-term partner countries.
- Forward information on planned annual expenditure in Finland's long-term partner countries is available for four years ahead. Aggregate figures on planned annual expenditure in other countries, regional co-operation and local co-operation funds are also available for the same period.

FRANCE

Overall budget framework for development co-operation

The *Comité Interministériel de la Coopération Internationale et du Développement* [Inter-Ministerial Committee for International Co-operation and Development] (CICID) defines development co-operation policies and identifies the zone of concentration (“*zone de solidarité prioritaire*”, ZSP). The CICID is chaired by the Prime Minister and embraces the 12 ministries most directly concerned with development issues. Support services are provided jointly by the Ministry of Foreign and European Affairs (MAEE) and the Ministry of Economy, Finance and Employment (MINEFE).

All programmes involving official development assistance (ODA) covered by the budget law are grouped together in a comprehensive policy document (*document de politique transversale*). The draft budget law is submitted in September to the National Assembly, which has 70 days to adopt the budget. The two main programmes that constitute French ODA (programmes 110 and 209, and since 2007 programme 301 for “co-development”) represent an interministerial “mission” that is presented in an integrated format in the budget law. Programme 110 (“economic and financial aid to development”) is managed by the MINEFE, programme 209 (“solidarity with developing countries”) by the MAEE, and programme 301 (“co-development”) by the Ministry of Immigration, Integration, National Identity and Co-development. These programmes include bilateral and multilateral financing. The fiscal year begins on 1st January.

Planning at operational level

The *Agence Française de Développement* [French Development Agency] (AFD) is the pivotal operator for bilateral assistance, in sectors related directly to the Millennium Development Goals (agriculture and rural development, health, basic education, vocational training, environment, private sector, urban infrastructure and development) and for implementing global budgetary assistance. AFD reports jointly to MINEFE, MAEE and the *Ministère de l’Outre-Mer* (Ministry of Overseas Territories). According to DAC statistics, the funds managed by AFD, MINEFE and MAEE accounted for 83% of France’s bilateral ODA in 2005 (on a commitment basis). Programme implementation also involves France’s representatives in the partner countries (diplomatic offices, co-operation and cultural action services [SCAC], research centres such as the *Institut de recherche pour le développement* [Development Research Institute] (IRD), the *Centre de coopération internationale en recherche agronomique pour le développement* [Centre for International Research in Agricultural Development] (CIRAD) etc.).

The ZSP currently embraces 55 countries in Africa, the Middle East, Asia, the Americas and Oceania. The main instrument for programming assistance to these countries is the *Document Cadre de Partenariat* [Partnership Framework] (DCP). The DCP presents the indicative financing envelope for French support, by sector of intervention, and spells out agreed activities over a five-year period. The DCPs are negotiated with the partner countries and confirmed in the “Strategic Orientation and Programming Conference” (COSP). France has now signed 30 DCPs.

Availability of forward information

- Information on the ODA budget is available in the draft budget law submitted in September. The budget shows funding allocations by “mission” and by programme.
- The multiyear ODA forecasts are contained in the DCPs, of which there are currently 30. The DCPs establish an indicative five-year framework.

GERMANY

Overall budget framework for development co-operation

The budget for development co-operation of the federal government is established on the basis of the annual federal budget and the rolling financial plan covering a 4-year period ahead. The draft budget for 2008 has been submitted together with the financial plan for the period up to 2011. This announces an increase of 750 million Euros. The augmented level is intended to be maintained over the next four years. As an EU-15 member, Germany has also committed to raise its ODA/GNI ratio to 0.51% by 2010.

Germany's aid allocation policy is debated in the Parliament's Committee for Economic Co-operation and Development and the Budget Committee. The budget for development co-operation is administered for the most part by the Federal Ministry for Economic Co-operation and Development (BMZ). Other Ministries administering the budget for development co-operation are the Federal Ministry of Finance (EC budget, debt relief), the Federal Foreign Office (humanitarian aid) and other federal ministries. Part of German ODA is provided by the federal states (Bundesländer).

Planning at operational level

The BMZ budget for bilateral co-operation is in turn allocated to KfW (financial co-operation), GTZ (technical co-operation) and other implementing agencies in the field of technical cooperation such as INWENT, DED and CIM. In addition, funds are channelled through non-governmental organisations, including churches and political foundations. A multi-year framework for the BMZ aid budget is in place and broken down by countries and by sector. Country strategies, a system requirement for partner countries, are generally valid for three to five years. They are binding for financial and technical co-operation agencies (KfW, GTZ, INWENT, DED and CIM) and serve as guidance for other agencies. In addition allocation targets are set to meet Germany's international sectoral commitments (e.g. education, HIV/AIDS).

Germany negotiates aid levels with partner countries and informs them of multi-year commitment plans with regard to financial and technical co-operation projects and programmes. Commitments are made up to three years ahead.

Availability of forward information

- Within BMZ budget, the main part of bilateral funds (being implemented by GTZ and KfW) are committed to partner countries for a fixed multi-year period. New commitments are made at the end of the fixed period.
- It is possible to make projections on a commitment basis, whereas projecting disbursements depends on the progress of programme/project implementation and is therefore less predictable.

GREECE

Overall budget framework for development co-operation

The Greek parliament approves the budget for development co-operation on an annual basis in December. The budget is managed by several ministries, in particular the Ministry of Foreign Affairs (Hellenic Aid), the Ministry of National Education and Religions, and the Ministry of National Defence.

As an EU-15 member, Greece had committed to raise its ODA/GNI ratio to 0.51% by 2010. Due to budgetary constraints the target of 0.51% has been deferred to 2012. The approved development co-operation budget for 2007 is EUR 400 m.

Planning at operational level

The Hellenic Aid programme is outlined in a 5-year strategy paper. The '*3rd Five- year Programme of Official Development Cooperation and Assistance of Greece 2008-2012*' is under preparation.

Greece allocates funds to 18 priority countries, namely Albania, Bosnia-Herzegovina, The Former Yugoslav Republic of Macedonia, Moldova, Montenegro, Serbia, Ukraine, Egypt, Democratic Republic of Congo, Ethiopia, South Africa, Jordan, Lebanon, Palestinian administered areas, Syria, Armenia, Azerbaijan and Georgia. Every year, priority sectors within each priority country are identified further to proposals from diplomatic missions and bilateral agreements. On this basis, Hellenic Aid then invites expressions of interest from ministries, legal entities, NGOs, universities, etc., for project proposals, which, if approved, will be financed by the development co-operation budget. Funds are allocated on an annual basis (i.e. for the time being no multi-year commitments are made).

Greece has signed multi-year bilateral development co-operation agreements with the countries in the Balkans in the framework of the 'Hellenic Plan for the Economic Reconstruction of the Balkans' (HiPERB). The HiPERB was originally planned to cover years 2002 – 2006, but as funds were not fully used the programme has been extended to 2011. Financial allocations to each recipient are specified in the HiPERB budget (totalling EUR 550 million). (Also included are activities in Romania and Bulgaria which do not count as ODA). HiPERB funds are committed on an annual basis.

Availability of forward information

- Information on the next fiscal year's development co-operation budget is available in the annual budget voted by the parliament in December.
- The funds for development co-operation are committed on an annual basis.

IRELAND

Overall budget framework for development co-operation

Irish Aid, a division of the Department of Foreign Affairs (DFA), is responsible for the management, oversight, policy direction and administration of Ireland's development co-operation programme. Most of the Irish ODA budget originates from Vote 29 – Development Co-operation. This covers Ireland's bilateral ODA and most of its voluntary contributions to multilateral agencies. (The components of ODA not included in the vote are the pro-rata share of the European Community's ODA and contributions made by other government departments, e.g. by the Department of Finance to international financial institutions.)

The Minister for Finance publishes a pre-Budget Outlook in November of each year. This contains estimates of the coming year's expenditure for each Government programme on an "existing level of service" basis. The Minister for Finance then presents the annual exchequer budget to Dáil Éireann (parliament) in the first week of December. This includes the final estimate allocations for the various Government expenditure programmes, including Vote 29, for the coming year. These final estimates provide for any planned changes in level of service. The estimates are subsequently approved by a vote of the Dáil.

The ODA budget for 2007 is EUR 814 million which corresponds to 0.5% of GNI. The Irish Government is committed to reaching the UN target of spending 0.7% of GNI on official development assistance by 2012.

Planning at operational level

Once voted, the budget is managed directly by Irish Aid through its programme country offices, or implemented through key partners including Irish missionaries and NGOs and multilateral institutions.

Ireland's development cooperation programme is focused on nine priority programme countries – Ethiopia, Lesotho, Mozambique, Tanzania, Uganda, Zambia, Malawi (which was added in 2007), Timor-Leste and Viet Nam. Operations in these programme countries are outlined in Country Strategy Papers (CSP), which cover a 3-year period and provide indicative multi-year funding approvals. Ireland is aiming to align its CSPs with the programme countries' PRSP cycles. Other key countries and areas include South Africa, Sierra Leone, Zimbabwe, Palestine administered areas, Liberia and the western Balkans.

Irish Aid has a structured relationship with five partner NGOs (Concern, Trócaire, GOAL, Christian Aid and Self Help Development International). Irish Aid uses Multi Annual Programme Schemes (MAPS) to underpin structured relationships with key NGO partners. These schemes are based on predictable levels of financial support from Irish Aid and agreed programmes of development activity. The current MAPS cover the period 2007-11 and the 2007 tranche is estimated at EUR 64 million.

Availability of forward information

- Forward planning information is available through the country strategy papers, MAPS approvals and other commitments with development partners.

ITALY

Overall budget framework for development co-operation

Italy's development co-operation budget is established in the yearly national budget plan (*Legge Finanziaria*) and other specific laws (e.g., law on international missions). The Government presents the budget plan to the Parliament in September for approval in December.

As an EU member, Italy is committed to an ODA/GNI target of 0.51% by 2010. (Preliminary data for 2006 indicate it missed the Barcelona commitment of 0.33% for 2006.)

Planning at operational level

The Ministry of Foreign Affairs (MFA) oversees development co-operation and manages most of the resources, but a few other institutional entities [e.g. Ministry of Economics and Finance (MEF)] are involved. The *Direzione Generale per la Cooperazione allo Sviluppo* [General Directorate for Development Co-operation (DGCS)] of the MFA, is in charge of programming Italian aid. Country offices work with 3-year financial plans which are revised every year. Plans are made at the level of regions in January-February and countries in March.

Early 2007 Italy introduced a first multi-year programming framework (DGCS deliberation no. 23) with guidelines for aid allocation in 2007-09. The document states that, geographically, priority will be given to Sub-Saharan African, Mediterranean and Latin American countries as well as areas in conflict situations (Afghanistan, Iraq, Palestinian administered areas).

At present Italian aid activities are regulated by the 1987 law no. 49 and subsequent amendments. A major reform of Italian development co-operation is underway. A proposal presenting the guiding principles of the reform and delegating the implementation of the reform to the Government ('*disegno di legge delega*') was made in April 2007 and is being discussed in both chambers of the Parliament. It proposes creation of a new Agency for Development Cooperation and International Solidarity with an autonomous budgeting process.

Availability of forward information

- Italy's annual aid budget is presented to the Parliament in September for approval in December.
- Country offices work with 3-year financial plans, revised every year in March.

JAPAN

Overall budget framework for development co-operation

Japan has an annual development co-operation budget. The Cabinet submits the draft budget to the Diet (parliament) usually in the latter half of January, for approval before the beginning of the fiscal year on 1 April. The announced ODA level for the current financial year 2007/08 is 729.3 billion Yen.

Planning at operational level

The Ministry of Foreign Affairs (MOFA) and Ministry of Finance (MOF) accounted for 88% of the total ODA budget in FY 2006 and FY 2007. A part of budget is administered directly by MOFA and MOF; a part is allocated to Japan International Cooperation Agency (JICA) and Japan Bank for International Cooperation (JBIC - loans and debt relief). MOFA has the central coordinating role among the ODA-related government ministries and agencies. JICA and JBIC are to be merged in 1st October 2008.

The prior region of Japan's ODA is Asia. The ODA charter states that "Asia, a region with close relationship to Japan and which can have a major impact on Japan's stability and prosperity, is a priority region for Japan".

Aid allocations to partner countries are based on so-called Country Assistance Programs (CAPs). A CAP is generally designed around a 5-year cycle. It specifies the priority in sectors in the medium term taking into account political, economic, and social conditions of the recipient country as well as its development needs and own development plans. Japan has been in the process of developing rolling multi-year indicative financial plans (covering loans, grant aid and technical cooperation) which it shares with the partner countries on a non-committal, informal basis.

Availability of forward information

- Information on the next fiscal year's draft development co-operation budget is publicly available at the latest in January preceding the fiscal year.

LUXEMBOURG

Overall budget framework for development co-operation

Luxembourg manages its ODA primarily through the Ministry of Foreign Affairs and Immigration (MAEI), which is responsible for around 80% of total ODA. The co-operation budget is voted annually by parliament, under sections 01.7 and 31.7, “Development Co-operation and Humanitarian Action”, allocated to the MAEI.

The 2008 draft budget for development co-operation and humanitarian action amounts to €296 million. As proposed in the budget law, ODA should represent 0.91% of GNI in 2008. The objective is to achieve a level of 1% of GNI in coming years.

Planning at operational level

Luxembourg's bilateral ODA is implemented primarily by Lux-Development, which formulates and carries out co-operation projects with partners in developing countries. The agency handles about 90% of the bilateral programmes financed by the Luxembourg government.

Luxembourg allocates most of its assistance to 10 countries of concentration (“*partenaires privilégiés*”): Burkina Faso, Cape Verde, Mali, Namibia, Niger, Senegal, El Salvador, Nicaragua, Laos and Viet Nam. In 2006 these countries together represented 51% of bilateral aid.

For each of these target countries an indicative co-operation programme (PIC) is adopted by the governments of Luxembourg and the partner country. The PIC is a multi-year programme (five years) that defines the broad areas of co-operation (sectors, geographic zones, forms of intervention) as well as the multi-year budget for the programme.

Availability of forward information

- Information on the ODA budget is available in the draft budget law submitted to parliament in October.
- Multi-year ODA forecasts for the target countries are contained in the PICs.

NETHERLANDS

Overall budget framework for development co-operation

The overall budget framework for Dutch development co-operation is given in the Homogenous Budget for International Co-operation (HGIS). The HGIS presents an overview of ODA and non-ODA activities in a multi-year framework (currently covering the years 2005 to 2010). The MFA is responsible for co-ordination and preparing proposals on the allocation of funds under the HGIS according to foreign policy priorities. Decisions are made by the Cabinet and these are further converted into budgets for the various ministries concerned. Each ministry prepares its budget based on the HGIS and the allocation decision made by the Cabinet. The budgets are annual, submitted to the Parliament in September each year for approval before the beginning of the calendar year. The MFA administers most of the HGIS funds (75% in 2005).

The ODA level of the Netherlands will be 0.81% of GNI in 2007, and will slightly increase from 2009 onwards. The approved ODA budget for 2007 is €4.65 billion.

Planning at operational level

The HGIS provides the basis for multi-year financial Planning at operational level. Multi-Annual Strategic Plans (MASPs) are prepared for the Netherlands' development co-operation partner countries. MASP allocations are updated annually and partly based on country performance and need, expressed in the Embassies' Annual Reports and substantiated at the MFA with the help of an aid allocation model. Within each country, aid is focused on two to three sectors at most.

The MASP constitute an internal process through which the Embassies set out a country strategy in agreement with the headquarters. Only multi-year aid levels in relation to budget support are discussed with partner countries.

Availability of forward information

- Information on the next year's development co-operation budget becomes publicly available latest in November.
- Multi-year indicative planning data are available in HGIS (up to 2010) and the Embassies' MASPs (4-year financial envelopes). Multi-year aid levels are discussed with partner countries only in relation to budget support.

NEW ZEALAND

Overall budget framework for development co-operation

New Zealand's development co-operation budget is a separate Vote for Official Development Assistance. The majority of funds (92% for the financial year 2007/08) are managed by New Zealand's International Aid and Development Agency (NZAID), which is a semi-autonomous body within the Ministry of Foreign Affairs and Trade (MFAT).

The development co-operation budget is approved once a year but it is based on a three-year funding envelope as provided in the "Statement of Intent" (SOI). The SOI provides information about the overall planning framework over 3-5 years as well as the projected annual financial plans. The Annual Budget proposal ("Estimates" document) is presented to Parliament in May and adopted before the beginning of the fiscal year, which starts on 1 July.

The announced ODA level for FY 2007/08 is NZD 466 millions corresponding to 0.28% of GNI. According to the 2007/08 Statement of Intent, the medium term forecast of New Zealand's ODA is NZD 638 millions, equivalent to 0.35% of GNI.

Planning at operational level

The voted annual budget is in turn detailed by country programme and is presented on NZAID website.

At the operational level planning takes place through country strategies. These set out the direction to NZAID's assistance to each country over a multi-year period. They are complemented by implementation plans that detail NZAID's activity in each country.

NZAID's programmes are focused on the Pacific and South East Asia region: NZAID operates eighteen¹² core bilateral programmes, of which eight have been targeted for the majority of growth in future (these are Viet Nam, Indonesia, Solomon Islands, Vanuatu, Papua New Guinea, Fiji, Tokelau and Niue).

Availability of forward information

- Next year's overall budget for development co-operation is available in May following the delivery of the Budget Speech.
- Overall multi-year financial plans are available in the SOI and the Estimates.

12. Cook Islands, Fiji (currently subject to sanctions), Kiribati, Niue, Papua New Guinea, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu, Vanuatu, Cambodia, Indonesia, Laos, Philippines, Timor-Leste, Viet Nam, South Africa.

NORWAY

Overall budget framework for development co-operation

The development co-operation budget is submitted to the Storting (Parliament) once a year as part of the budget of the Ministry of Foreign Affairs (MFA). The budget proposal is presented in October and approved not later than 20 November before the beginning of the fiscal year on 1 January. The Storting appropriates budgets for one year at a time but has information on multi-year budgetary consequences. Once voted the MFA's financial allocation is translated into operational budgets at country level.

The ODA budget for 2008 amounts to NOK 22.3 billion which corresponds to 0.98 % of Norway's estimated gross national income (GNI).

The budget proposal specifies the policy priorities of the Government. The budget for 2008 specifies the extent to which the aid increase (NOK 1.5 billion) will be allocated to the Government's main priority areas: Climate Change and Sustainable Environment; Peace Building, Human Rights and Humanitarian Aid; Women's Rights and Gender Equality; Petroleum Development and Clean Energy; Good Governance and Corruption and the Health Related Millennium Development Goals. A significant part of the budget increase will be spent in Africa.

Planning at operational level

The programming document that officially formalises Norway's co-operation with its development partners is the Memorandum of Understanding (MOU), negotiated by MFA and embassy staff. The MOU specifies the objectives and principles of Norway's assistance to a given country, including sector focus.

Since 2005 Norway has been able to enter into multi-year development co-operation agreements with selected partner governments and organisations. The agreements specify aid allocations for up to five years. They do not cover all partner countries. Starting in 2008 the system of main partner countries will be abolished.

Availability of forward information

- Information on the next fiscal (calendar) year's development co-operation budget is available in October each year. For some countries tentative projections on aid levels beyond this are given in bilateral MOUs.

PORTUGAL

Overall budget framework for development co-operation

Portugal has a highly decentralised aid programme spread over 15 different ministries plus universities, other public institutions and 308 municipal governments. The bulk of ODA is administered by the Ministry of Foreign Affairs, the Ministry of Finance (debt relief) and the Ministry of Science, Technology and Higher Education (scholarships and imputed students' costs). The Portuguese Institute for Development Support (IPAD) – a part of the MFA – is responsible for co-ordination.

The Parliament approves the integrated budget for development co-operation on a yearly basis.

As an EU-15 member, Portugal is committed to raise its ODA/GNI ratio to 0.51% by 2010.

Planning at operational level

The country programming process is managed by IPAD. The main programming instrument is the triennial Indicative Co-operation Programme (ICP), prepared every three years for Portugal's six priority countries: Angola, Cape Verde, Guinea-Bissau, Mozambique, Sao Tomé & Príncipe and Timor-Leste. ICPs are drafted by IPAD in collaboration with embassy staff and agreed with the partner countries. (A copy of the Memorandum of Understanding is attached to each ICP.) The ICPs are binding for the line ministries and serve as guidance for other public agencies.

The annual co-operation plan is an internal planning instrument, which complements the ICPs with practical (including budgetary) information on all projects that will be implemented in the following year. The annual plans are prepared between September and December with a view to signing agreements on the year's projects with the recipient in January. All projects not completed in the first year have to be re-authorised by the Ministry of Finance.

Availability of forward information

- The Indicative Co-operation Programmes provide three-year financial envelopes for aid to Portugal's six priority countries.
- The exact financial allocations are subject to annual approval in the budgetary process.

SPAIN

Overall budget framework for development co-operation

A key feature of Spanish development co-operation is the large number of development agents involved. Within the General State Administration (central government) three ministries mainly manage ODA (although virtually all ministries are involved being responsible of different projects): The Ministry of Foreign Affairs and Co-operation (MAEC), through the State Secretary for International Co-operation (SECI), is responsible for development policy, oversees the Spanish International Co-operation Agency (AECI) and administers contributions to non-financial international organisations. The Ministry of Economy and Finance (MEH) is responsible for Spain's participation and co-ordination with international and national financial institutions. The Ministry of Industry, Tourism and Trade (MITC) is responsible for managing Spain's development assistance loans. Moreover, an important share of Spanish ODA is extended by regional governments and local authorities in the 17 autonomous regions, some of which have their own aid agencies. There are three important spaces of co-ordination: the Inter-Territorial Development Co-operation Commission, the Inter-Ministerial Commission for International Co-operation, and the Development Co-operation Council.

The Ministries and related bodies obtain their annual allocations in the general state budget. The budget is generally presented to the Parliament at latest in October for approval at the end of December. The budget proposal includes a three-year income and expenditure scenario.

The Spanish Government has expressed its commitment to reach an ODA/GNI ratio of 0.5% by 2008, and 0.7% by 2012.

Planning at operational level

Planning and country programming involves different levels of government. Planning tools include the Master Plan, the Yearly International Co-operation Plan (PACI in Spanish), policy/sector strategy papers and country strategy papers. The Master Plan is a 4-year indicative plan that sets the general guidelines for strategy and aid allocations. The PACI develops the strategic goals and intervention criteria of the Master Plan and specifies the horizontal, sectoral and geographic priorities of Spanish ODA as well as its intervention channels. Currently there are 23 priority recipients. The formulation of country strategies is based on wide consultations in partner countries and at headquarters. The drafts are submitted to the three co-ordinating spaces and the final versions are presented to the parliament. Once the strategic planning process is completed, AECI prepares annual operational plans. Projects and programmes and their estimated budgets are determined in Joint Commissions with the recipient countries.

AECE is currently undergoing a process of reform within the legal framework of the new Law 28/2006, giving it greater autonomy in the planning and allocation of resources. One of the main characteristics of this new regulatory framework is a management agreement between the AECE and the state public administration, to be established for 4 years (only two years in the first agreement) and including a multi-annual results-based budget.

Availability of forward information

- Information on the next year's budgets becomes publicly available in October.
- The planning documents contain only minimal budget information;
- A system of multi-annual financial envelopes will be implemented in over the period 2007-09.

SWEDEN

Overall budget framework for development co-operation

The consolidated annual development co-operation budget is included in the Government's budget bill proposal (International development co-operation policy area 8: expenditure areas 7 International Development Co-operation, and 49 Reform Cooperation in Eastern Europe) submitted to the Riksdagen (parliament) once a year in September. The budget bill is approved latest in December.

The budget bill also includes an indicative 3-year budget framework for development co-operation. The announced ODA level for the period 2008-10 is 1% of GNI. The budget for 2008 amounts to SEK 32.0 billion and projections for 2009 and 2010 are SEK 33.8 billion and SEK 35.4 billion respectively.

Planning at operational level

Once the budget bill is approved, the Government gives "appropriation directives" to the spending authorities in terms of objectives, expected results and financial conditions for the operations. Bilateral development co-operation appropriations are primarily managed by Sida and multilateral appropriations by the Ministry for Foreign Affairs.

Bilateral co-operation is governed by multi-year country strategies prepared for Sweden's 67 "long-term and more substantial" recipient countries. During 2007 Sweden initiated a country focus process – a means of making development cooperation more effective. The result of the country focus approach is that bilateral development cooperation will focus on just over 30 regular partner countries. In addition, annual country plans are made. These lay out the financial allocations for the year and planning figures for the next 2 years. The country plan is when possible discussed with the partner country on a yearly basis.

Availability of forward information

- A given year's budget for development co-operation is available in the Government's budget bill proposal submitted during September of the previous year.
- Multi-year financial plans are available in the country strategies and in the annual country plans. The latter include indicative planning figures for three years.

SWITZERLAND

Overall budget framework for development co-operation

The objectives of Swiss international co-operation are defined by parliament on the basis of proposals ("messages") submitted by the Federal Council. The messages specify priorities in terms of the geographic and thematic breakdown of assistance, as well as the respective shares of bilateral and multilateral co-operation. The funds allocated to international co-operation take the form of "framework credits" (*crédits-cadre*) that extend over four or five years. These "framework credits" cover various kinds of measures. The framework credit for "technical and financial co-operation in favour of developing countries" for the period 2004-2007 amounted to CHF 4.2 billion, and the credit for "economic and commercial policy measures" for the period 2003-2008 is CHF 970 million. The current framework credit for international humanitarian aid, CHF 1.5 billion, runs until 2011, while the framework credit for co-operation with the states of Eastern Europe and the CIS for the years 2007-2010 is CHF 650 million. Payment allocations flowing from these framework credits are approved annually in the budget of the Confederation. The budget is submitted to parliament in the fall session and is voted before the beginning of the fiscal year on 1st January.

The Federal Council has confirmed its intention to bring ODA up to 0.4% of GNI in 2010. A new target will be set in 2009.

Planning at operational level

The Development and Co-operation Directorate (DDC) within the Federal Department of Foreign Affairs (DFAE) and the Economic Co-operation and Development Office of the Secretariat of State for the Economy (SECO), under the Federal Department of the Economy (DFE), are jointly responsible for implementing development policy. The DDC handles development co-operation and humanitarian aid, while the SECO is responsible for economic and trade policy measures. The DDC administers around 65% of ODA, and SECO 10%.

In co-operation with the coordination offices, the central services of the DDC and the SECO draw up multi-year co-operation programmes for priority countries or regions. The DDC is now co-operating closely with five countries of Eastern Europe (Albania, Bosnia-Herzegovina, The Former Yugoslav Republic of Macedonia, Serbia and Ukraine) and 17 countries and regions in the South (Benin, Burkina Faso, Chad, Mali, Mozambique, Niger, Tanzania, Nicaragua/Central America, Bolivia, Ecuador, Peru, Bangladesh, Bhutan, India, Nepal, Pakistan, Viet Nam/Mekong). The SECO works with 20 priority countries and regions (11 of which it shares with the DDC).

Country programmes are prepared on the basis of consultation with the principal Swiss partners. These programmes constitute the required frame of reference for all Swiss co-operation activities (strategic and sectoral/thematic guidelines, aid management procedures) and provide medium-term financial planning data for Swiss co-operation (DDC and SECO).

Availability of forward information

- The global indicative multi-year envelopes are available within the framework credits. Country-specific information can be found in the country programmes that are prepared about every five years, and are revised in the annual programmes for priority countries.
- The annual budget is based on the framework credits and the country programmes. Country allocations depend on the budget envelope for development assistance.
- The annual co-operation budget is presented to parliament each year in the fall session and approved in December.

UNITED KINGDOM

Overall budget framework for development co-operation

The UK has an annual development co-operation budget with financial year running from April to March. The Chancellor of the Exchequer presents the Budget usually in March to the Parliament for approval before the beginning of the financial year. Forward planning is based on the Treasury's Spending Reviews and the Public Service Agreements (PSA). The former defines limits for Government departments' expenditure and the latter the key results of the expenditure, over a period of three years.

Spending Reviews are usually carried out every third year, and a Comprehensive Spending Review every ten years. The Spending Review in 2004 set plans for FY 2006-07 and FY 2007-08 and confirmed the plans for FY 2005-06 established in the 2002 Spending Review. The 2007 Comprehensive Spending Review covers departmental allocations for FY 2008-09, 2009-10 and 2010-11.

The announced ODA level for FY 2010-11 is 0.56 per cent of GNI. The Government has expressed its wish to continue to increase UK ODA to reach 0.7 per cent of GNI by 2013.

Planning at operational level

The PSA for International Poverty Reduction 2008-09 to 2010-11 specifies UK contribution towards the achievement of the MDGs. The PSA is led by DFID, supported by the Department for Environment, Food and Rural Affairs (DEFRA), the Foreign and Commonwealth Office (FCO) and the Ministry of Defence (MOD), and covers the entirety of DFID's operations. It is translated into DFID's corporate planning framework, which is reviewed annually by the DFID Management Board. The corporate plan is in turn translated into Divisional Performance Frameworks and 3 to 5 year Country Assistance Plans (CAPs) and Regional Assistance Plans (RAPs). Country-level allocations are specified in the CAPs and the RAPs. Financing and programming decisions are taken by the Head of Office in country.

For countries supported through a bilateral programme, DFID uses a resource allocation model based on population, GNI per capita (PPP) and CPIA scores. Resource allocations are reviewed annually and there is some flexibility for changing allocations within the overall three-year expenditure framework. The priority countries listed in the 2008-2010 PSA are: Democratic Republic of Congo, Ethiopia, Ghana, Kenya, Malawi, Mozambique, Nigeria, Rwanda, Sierra Leone, Sudan, Tanzania, Uganda, Zambia, Zimbabwe, Afghanistan, Bangladesh, Cambodia, China, India, Nepal, Pakistan, Viet Nam and Yemen. DFID can make longer-term arrangements with countries committed to poverty reduction and good governance, and has already signed ten-year Development Partnership Arrangements (DPAs) with Afghanistan, Mozambique, Pakistan, Rwanda, Sierra Leone, and Yemen.

Availability of forward information

- Next year's overall budget for development co-operation is available usually in March, when the Chancellor of the Exchequer presents the Budget.
- Forward information of the budget framework over the medium term is contained in the Spending Reviews. The 2007 Comprehensive Spending Review covers departmental allocations for FY 2008-09, 2009-10 and 2010-11.
- Forward information on planned annual expenditure in the UK partner countries is published in DFID's Departmental Report and in the CAPs, RAPs and DPAs.

UNITED STATES

Overall budget framework for development co-operation

A large number of agencies manage development co-operation funds. USAID is the largest institution (administering about 40% of US total bilateral ODA), followed by the State Department (including the Office of the Global AIDS Coordinator, which administers the President's Emergency Plan for AIDS Relief [PEPFAR]), the Department of Defense, the Millennium Challenge Corporation (MCC) and the Department of Agriculture. Relatively small amounts are managed by some 20 other agencies.

The development co-operation budget, covering all agencies managing development co-operation funds, is presented in a single document "*The Budget of the United States Government*" which is built up from individual agency requests, as reviewed and modified by the President. All budget request documents include ODA as well as non-ODA expenditures and some include information about allocations at country level where applicable.

In early February, the President submits the budget request of the United States Government (USG) to Congress for enactment and appropriation. Ideally, the budget is voted on during the summer, although this has rarely happened in recent years. The US fiscal year runs from October to September. Development co-operation funds are requested and appropriated in the form of different accounts, often with their own distinct purposes and management and reporting requirements.

The announced level of foreign operations for the current fiscal year, as included in the budget request for 2008, is USD 36.2 billion (of which USD 20.3 billion is to be allocated to the State Department and USAID for Bilateral Economic Assistance, USD 4.4 billion to Independent Department and Agencies Bilateral Assistance, USD 1.8 billion for Multilateral Economic Assistance and finally USD 9.8 billion for Department of State Operations and Related Programs) but ODA amounts cannot be separately identified.

The United States has never committed to the UN target of 0.7% of GDP, but has more than doubled its ODA since 2000: not, however, with the aim of meeting that target.

Planning at operational level

Each USG agency managing development assistance has its individual approach to planning, agreeing with the partner country and implementing its assistance. These range from single-year planning and reporting systems to multi-year compacts (in the case of the MCC) with an agreed disbursement schedule, based on performance. For USAID and State Department (including the Office of the Global AIDS Coordinator, which has a separate operational plan) an annual operational plan is prepared. The operational plan provides a comprehensive overview of all the resources planned for implementation in country (at activity and project level) and is developed in response to Congressional appropriations.

There is no list of priority recipients shared by all agencies that manage foreign assistance. The USG has recently introduced a '*foreign assistance framework*' to organise and prioritise strategic and budgetary planning for the State Department and USAID among categories of countries and global interests. The MCC has a transparent, empirical rating of countries grouped by income that is carried out annually, and those countries that meet the criteria are prioritized as eligible for the development of multi-year compacts.

Availability of forward information

- For all agencies whose appropriation comes from the Foreign Assistance Act of 1961, as amended,¹³ a given year's development co-operation budget request, including information on country allocations, is available in the previous February.
- Until recently, forward information at country-level has been available for ODA managed by USAID (Strategic Objective Grant Agreements).
- Multi-year funding and disbursement schedule are included in MCC compacts with partner countries.

¹³ This would not include the MCC, which does not yet know which countries will be eligible two years in advance; the Department of Defense, or the Department of Agriculture, whose funding is appropriated in other acts of Congress.

WORLD BANK (IDA)

Overall budget framework for development co-operation

The amount of funds available for credits and grants by IDA (i.e. IDA's commitment authority) under a given replenishment is dependent on the volume of contributions to IDA from donor governments and contributions from the World Bank Group net income, complemented by credit reflows (principal repayments on IDA credits) and other internal resources of IDA (investment income on IDA's liquid assets). Within the original IDA14 financing framework (total commitment authority of USD 32.1 billion), donor contributions represented 55% of the total commitment authority, IDA's internal resources 40% and IBRD transfers 5%.

IDA15 replenishment negotiations were completed at the end of 2007. The financing framework during IDA15 will provide a commitment authority of USD 41.6 billion, of which USD 22.3 billion through regular donor contributions and USD 9.1 billion of donor financing of debt relief costs. The latter include contributions to the HIPC initiative, Multilateral Debt Relief Initiative (MDRI), and arrears clearance operations.

IDA15 replenishment affects IDA's commitment authority in fiscal years (FY) 2009-2011 (i.e. from July 2008 to June 2011) and IDA disbursements in FY 2009-2019. (For IDA14, the commitment period is FY 2006-2008 and disbursement period FY 2006-2016.)

Planning at operational level

Three criteria are used to determine which countries are eligible to borrow IDA resources: relative poverty (defined as GNI per capita below an established threshold, which is updated annually); lack of creditworthiness to borrow on market terms; and good policy performance (defined as the implementation of economic and social policies that promote growth and poverty reduction). The latter is assessed by the Country Policy and Institutional Assessment (CPIA), which is aggregated into an overall country score referred to as the IDA Resource Allocation Index (IRAI). The IRAI together with portfolio performance and governance constitute the IDA Country Performance Rating (CPR).

The allocation of IDA resources is determined primarily by each borrower's rating in the annual country performance and institutional assessment. Individual country performance-based allocations serve as an anchor for the formulation of Country Assistance Strategy (CAS) lending programmes. The CAS papers include information on the indicative annual IDA envelope during the CAS period (5 years). Actual lending may be more or less depending on country performance, the quality of the IDA portfolio and the availability of IDA resources.

Availability of forward information

- The Country Assistance Strategy papers include information on the indicative annual IDA envelope during the CAS period.
- IDA's commitment authority over the period covered by the Survey is not entirely fixed. IDA-15 replenishment affects allocations from July 2008 onwards.

AFRICAN DEVELOPMENT FUND

Overall budget frame for development co-operation

The amount of funds available for credits and grants by the African Development Fund (AfDF) – the concessional lending window of the African Development Bank (AfDB) - is dependent on the volume of contributions to AfDF by donor governments (17 DAC member countries, Argentina, Brazil, China, India, Korea, Kuwait, Saudi Arabia, South Africa and United Arab Emirates), contributions by the AfDB and resources derived from operations or otherwise accruing to the Fund. The tenth Replenishment (AfDF-10) covered allocations in 2005-2007, with an encashment schedule running up to 2014. Negotiations on AfDF-11 (allocations in 2008-2010) have been completed as at end 2007.

Planning at operational level

Three criteria are used to determine which countries are eligible to receive AfDF resources: country creditworthiness (same criteria as the World Bank), performance and per capita GNI. In practice, three country categories have been identified. Category A comprises 38 countries deemed not creditworthy for non-concessional financing ("AfDF-only countries"): Angola, Benin, Burkina Faso, Burundi, Cameroon, Cape Verde, Central African Republic, Chad, Comoros, Congo, Congo, Democratic Republic, Côte d'Ivoire, Djibouti, Eritrea, Ethiopia, Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Madagascar, Malawi, Mali, Mauritania, Mozambique, Niger, Rwanda, Sao Tomé and Príncipe, Senegal, Sierra Leone, Somalia, Sudan, Tanzania, Togo, Uganda, and Zambia. Category B comprises 2 countries eligible for blend financing (Nigeria and Zimbabwe). Category C – remaining 13 countries deemed creditworthy for non-concessional financing – cannot borrow from the AfDF.

AfDF resources are allocated on the basis of a Country Performance Assessment (CPA), consisting of Country Policy and Institutional Assessment (CPIA) and Country Portfolio Performance Rating (CPPR). Under AfDF-10, the CPIA (including governance) accounted for 70 percent of the rating and the CPPR for 30 percent. Under AfDF-11, a simplified PBA formula was adopted by Deputies in which a revised CPIA accounts for 26 percent, CPPR accounts for 16 percent, and Governance accounts for 58 percent, similar to the effective weight of governance under AfDF-10. Programme choices at country level are based on Country Strategy Papers (CSPs).

Availability of forward information

- The Country Strategy Papers include information on future disbursements of approved credits and grants. They do not cover projects yet to be approved.

ASIAN DEVELOPMENT FUND

Overall budget framework for development co-operation

The amount of funds available for loans and grants by the Asian Development Fund (AsDF) – the concessional lending window of the Asian Development Bank (AsDB) – is dependent on the volume of contributions to AsDF by donor governments, contributions from the AsDB, and resources derived from operations. The ninth Replenishment of the AsDF (AsDF-IX) and third regularised Replenishment of the Technical Assistance Special Fund were agreed in 2004 for a total value of \$7 billion, of which 21% was in the form of grants. The AsDF-IX replenishment covers years 2005-2008. AsDB is now discussing with donors the AsDF-X round, covering the period 2009-2012. AsDB also manages a number of grant funds on behalf of bilateral donors, as well as certain international organisations.

Planning at operational level

The allocation of AsDF resources is primarily performance based. To determine entitlements, AsDB conducts Country Performance Assessments (CPAs) for AsDF-eligible developing member countries (DMC). These examine the coherence of the country's macroeconomic and structural policies, the quality of its governance and public sector management and the degree to which its policies and institutions promote equity and inclusion. In addition to the CPAs, the aid allocation formula takes into account country needs (as measured by GNI per capita), country size (as measured by population), absorptive capacity and portfolio quality. For certain DMCs in post-conflict situations, a fixed allocation of resources is made available, and which is not subject to performance-related factors. In addition, 5% of total AsDF-IX resources are dedicated for cross-border regional operations, and 2% are channelled for operations to address HIV/AIDS and other communicable diseases.

AsDF-IX provides funding and technical assistance to countries in Asia and the Pacific. The eligible countries are Afghanistan, Armenia, Azerbaijan, Bangladesh, Bhutan, Cambodia, Cook Islands, Federated States of Micronesia, Georgia, Indonesia, Kiribati, Kyrgyz Republic, Laos, Maldives, Mongolia, Nepal, Pakistan, Palau, Papua New Guinea, Marshall Islands, Samoa, Solomon Islands, Sri Lanka, Tajikistan, Timor-Leste, Tonga, Tuvalu, Uzbekistan, Vanuatu and Viet Nam.

The utilisation of AsDF resources is determined in Country Partnership Strategies (CPS), which AsDB concludes with DMCs and prepared in close co-operation with other development agencies, civil society and the private sector. The CPS includes rolling business plans covering a 3-year period and which define the individual projects for approval within that time frame. AsDF resources are used primarily for investment operations, with around 20% used to finance the adjustment costs of policy-based operations. Priority sectors for AsDF-IX are rural infrastructure, road transport and agriculture and natural resources.

Availability of forward information

- The Work Program and Budget Framework gives bank wide planning data, including country and regional breakdown of operations, disaggregated also by sector and theme.
- The Country Partnership Strategies include information of the funding envelope (annual commitments) over a three-year period.

INTER-AMERICAN DEVELOPMENT BANK **(PENDING VERIFICATION BY IADB)**

Overall budget framework for development co-operation

The Inter-American Development Bank (IDB) was established in 1959 to promote economic development throughout Latin America. The Bank's financial resources comprise the Ordinary Capital (OC), the Fund for Special Operations (FSO), the Intermediary Financing Facility (IFF) and around 50 trust funds established by individual countries or groups of countries. The IDB obtains its financial resources from its members (currently 47), borrowings on the financial markets and through co-financing ventures.

Most IDB lending is from the OC. Concessional loans and grants are extended from the FSO to the weakest economies of the region (Bolivia, Guyana, Haiti, Honduras and Nicaragua). The IFF is used to reduce interest rates on certain loans from the OC to low-income countries, such as Ecuador, El Salvador, Guatemala, Paraguay and Surinam.

Planning at operational level

The IDB works in four priority areas: fostering competition to increase the potential for development in an open global economy, modernizing the State by strengthening the efficiency and transparency of public institutions, investing in social programs that expand opportunities for the poor, and promoting regional integration.

The IDB prepares multi-annual (4-5 years) Country Strategies, which are approved by the Board of Executive Directors, and which include an overview of IDB's projected lending program in a given country for the strategy period.

Availability of forward information

- The country strategies include annual projections of IDB lending and technical co-operation programmes.

UNITED NATIONS CHILDREN'S FUND (UNICEF)

Overall budget framework for development co-operation (allocations of regular resources)

UNICEF is funded exclusively from voluntary contributions. Its resources are composed of regular [donors' contributions to UNICEF's regular (core) budget] and other resources (earmarked contributions). Total expenditures on core resources amounted to USD 744 million in 2007. UNICEF's medium-term strategic plan provides financial estimates¹⁴ for regular resources for 2008-2010 as follows: USD 780 million in 2008, USD 838 million in 2009, and USD 881 million in 2010. Although the MTSP is a fixed 4-year plan, financial estimates are updated each year and therefore can span more than one MTSP period.

*Planning at operational level*¹⁵

UNICEF cooperated with 155 countries, areas and territories in 2007. Allocations of regular (core) resources are made using the methodology described in UNICEF's Executive Board document E/ICEF/1997/P.L.17 and its associated resolution 97/18. In summary, allocations are made to country programmes according to the following criteria:

1. At least two-thirds of regular resources for programmes will be allocated on the basis of three core criteria – Under 5 Mortality Rate (U5MR), GNI per capita and Under-18 child population;
2. Each country receives an allocation on the basis of the three core criteria, using the existing formula and refined weighting system given in Annex 1 of E/ICEF/1997/P.L.17;
3. LDCs receive 60% of the total allocation to countries; countries in Sub-Saharan Africa receive at least 50% of the total allocation.

United Nations Development Assistance Framework (UNDAF)

UN agencies' operational planning at the country level takes place within the UNDAF. The UNDAF is inclusive of all UN agencies that are members of the UN Development Group (UNDG) and that constitute the United Nations Country Team (UNCT). This means that agencies (funds, programmes and specialised agencies) are involved in the joint programming process even if they have no core-funded country programmes.

In brief, the UNDAF describes the collective response of the UNCT to the priorities of the national development framework. It defines, over a 5-year period, how the UN agencies aim to support these through various projects and programmes. At an early stage in the UNDAF preparation process an assessment of the UN position (including the comparative advantage) in the country is carried out. Analytical work for UNDAF is either government-led or based on the UN's Common Country Assessments; the UNDAF cycles are aligned, whenever possible, with the national planning frameworks.

The UNDAF is made operational through a results matrix, which constitutes a "live tool" used iteratively as changes will usually emerge from the UNDAF Annual Review or from the findings of surveys or studies conducted as part of the UNDAF monitoring and evaluation plan. A costing of the UNDAF results matrix is carried out and covers the estimated financial resources required by the UN system for its contribution to the achievement of each expected UNDAF outcome. Each agency identifies the resources that it plans to contribute, covering both core and non-core funded activities including those for which funding has not been secured. Resources are subsequently committed according to the procedures and approval mechanisms of each agency.

¹⁴ .E/ICEF/2007/AB/L.4 Medium-term strategic plan: planned financial estimates for the period 2007-2010.

¹⁵ .See also description of UNDAF.

UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP)

Overall budget frame for development co-operation (allocation of core resources)

UNDP is funded exclusively from voluntary contributions. Its resources are composed of regular and other resources. Regular resources represent contributions to the UNDP core budget which follows the criteria and appropriations established by the UNDP Executive Board. Other resources are comprised of contributions earmarked to themes, countries, regions and/or specific projects, and are broken down into three distinct categories based on their source, namely, bilateral donor contributions, multilateral contributions and resources provided by programme countries for domestic development activities. UNDP's total income (voluntary contributions, interest and other income) in 2006 amounted to USD 5.1 billion, of which USD 924 million were contributions to regular (core) resources and USD 3.8 billion contributions to other (non-core or earmarked) resources.

UNDP's core funding target for 2007 - the last year of the current multi-year funding framework (MYFF) covering the period 2004 to 2007 – was USD 1.1 billion, which the organisation has met in nominal terms. A growing number of donor governments have adhered to multi-year core commitments, which helped to increase the predictability of UNDP's regular funding base. The MYFF 2004-2007 is succeeded by UNDP's Strategic Plan for the planning period 2008-2011.

Planning at operational level¹⁶

UNDP follows a 4-year programming cycle within which programming resources are allocated in accordance with programming arrangements (DP/2007/44 for 2008-11) approved by the UNDP Executive Board (decision 2007/33). In accordance with UNDP Executive Board legislation, UNDP allocates at least 85 % of its core programming resources to Low-Income Countries (LICs) and at least 60% to Least Developed Countries (LDCs).

80% of core programming resources are allocated directly to country programmes. Of these resources, 50% are entitlement-based and allocated following a formula established by the UNDP Executive Board (TRAC-1 with TRAC = 'target for resource assignment from the core'). This formula takes into account GNI per capita, population size and other key indicators as laid out in the UNDP programming arrangements (DP/2007/44). The other 50% are incentive-based and allocated with a focus on supporting and enhancing national capacity towards achieving the MDGs (TRAC-2). These allocations are aimed at high-impact, high-leverage activities.

Availability of forward information

- Based on its resources planning framework and the relevant decisions of the UNDP Executive Board, indicative TRAC-1 and TRAC-2 allocations are available for the new four-year planning cycle covering the period 2008-2011. TRAC-1 resources can be broken down by country. TRAC-2 resources can only be estimated per region at this stage. Given the voluntary nature of all contributions to UNDP, allocations for future years remain indicative estimates only.

¹⁶. See also description of UNDAF.

UNITED NATIONS FUND FOR POPULATION ACTIVITIES (UNFPA)

Overall budget framework for development co-operation (allocation of regular resources)

UNFPA is funded exclusively from voluntary contributions. Its resources are composed of regular resources [donors' contributions to UNFPA's regular (core) budget] and other resources (earmarked contributions). In 2007, regular resources represented approximately three-quarters of UNFPA's total income from governments. The Integrated Financial Resources Framework for 2008-2011 estimates UNFPA's total income at USD 2.6 billion, of which USD 1.8 billion from regular resources and USD 800 million from other resources.

Regular resources are allocated to UNFPA's country programmes and the Global and Regional Programme (in 2008-2011, USD 1 billion and USD 200 million respectively), together referred to as "total programme resources". They are also used to cover programme support costs (estimated at USD 500 million over 2008-2011).

Planning at the operational level¹⁷

UNFPA's country programming is based on a Resource Allocation System (RAS) which has been in place since 1996. The current version was endorsed by the UNFPA Executive Board in September 2007. It is based on eight indicators on the country's level of achievement of ICPD¹⁸ goals (births with skilled attendants, contraceptive prevalence rate, adult HIV prevalence, adolescent fertility rate, under-5 mortality rate, maternal mortality ratio, literacy rate among 15-24 year old females, proportion of population aged 10-24 years) and a number of basic principles. The latter include: adherence to the principles of the ICPD Programme of Action; focusing financial assistance to countries with the lowest level of achievement of ICPD goals and phasing out assistance to countries that have attained or are close to attaining these goals; special attention to LDCs and other LICs, sub-Saharan Africa and countries in emergencies, transition and recovery; promotion of national capacity-building through South-South co-operation; and provision of technical assistance to all countries requesting it.

The current RAS classifies UNFPA's programme countries into three groups:

- A. Countries in greatest need for assistance (have met 0-4 of the thresholds for the eight indicators);
- B. Countries that have made considerable progress towards achieving ICPD goals (have met 5-7 of the thresholds); and
- C. Countries that have made significant progress towards achieving ICPD goals (have met all eight thresholds).

Group A countries receive 71-73 % of UNFPA's total programme resources, whereas groups B and C receive 21-22% and 6-7% respectively. RAS allocations are subject to a series of consultations between the Strategic Planning Office and the Geographic Divisions. The distribution to individual countries is approved by UNFPA's Executive Director.

Availability of forward information

- Information on the country-level allocations for 2008-2011 are available in UNFPA's Integrated Financial Resources Framework.

¹⁷ See also description of UNDAF.

¹⁸ International Conference for Population and Development.

THE GLOBAL FUND TO FIGHT AIDS, TUBERCULOSIS AND MALARIA (THE GLOBAL FUND)

Overall budget framework for development co-operation

The Global Fund to fight AIDS, Tuberculosis and Malaria is a financial instrument, not an implementing entity. It was created in 2002 as a global public/private partnership dedicated to attracting and disbursing additional resources to prevent and treat HIV/AIDS, tuberculosis and malaria. As of November 2007, it had approved funding for 450 programs in 136 countries. Its work is guided by seven principles:

- Operate as a financial instrument, not an implementing entity.
- Make available and leverage additional financial resources.
- Support programs that reflect national ownership.
- Operate in a balanced manner in terms of different regions, diseases and interventions.
- Pursue an integrated and balanced approach to prevention and treatment.
- Evaluate proposals through independent review processes.
- Establish a simplified, rapid and innovative grant-making process and operate transparently, with accountability.

Since the establishment of the Global Fund, more than 45 countries as well as private foundations, corporations and individuals have pledged resources to support its work. However, the system of ad hoc contributions made it difficult to provide sustained support for the programs. The Board therefore introduced periodic replenishments. The first replenishment cycle covered the years 2006 to 2007 and mobilized USD 4.7 billion. USD 9.7 billion have been pledged so far for the 2008 – 2010 replenishment. Donors committed to consider additional contributions up to USD 12-18 billion for the three years, with the ultimate target dependent on country demand.

Planning at operational level

The Global Fund is financing programmes in all regions of the world. It awards grants through a yearly application and approval process (so-called funding round) in response to proposals developed by Country Coordination Mechanisms (CCMs), which include representatives from governments, bilateral and multilateral agencies, NGOs, academic institutions, private businesses and people living with or affected by the diseases. The Global Fund Secretariat reviews the proposals and an independent Technical Review Panel then recommends them for approval by the Board. Approved grants have a multi-year implementation schedule.

The amount available for each round depends on donor pledges. For the first six funding rounds, grants totaling USD 8.7 billion have been approved. Proposals for Round 7 are under review and will be decided upon by the Global Fund Board in November 2007. Round 8 will be launched in March 2008.

A core principle for the Global Fund is performance-based funding. Initial funding is awarded solely on the basis of the technical quality of the applications, but continued and renewed funding depends on proven results and targets achieved. Disbursement volume is increased based on requests from recipients.

Availability of forward information

- Information on donors' pledges made so far for the replenishment covering up to 2010 is available. The overall amount of resources for the period 2008-2010 will depend on additional funding decisions made annually by donors, and in the mid-term replenishment review in 2009.
- Forward information is also given for approved grants. The grant life cycle usually covers five years.

GLOBAL ENVIRONMENT FACILITY (GEF)

Overall budget framework for development co-operation

The Global Environment Facility (GEF) was established in 1991 to help developing countries fund projects and programmes in six focal areas - biodiversity, climate change, international waters, land degradation, the ozone layer, persistent organic pollutants - in line with the objectives of and guidance from the respective Conventions (the Convention on Biological Diversity, the UN Framework Convention on Climate Change, the Stockholm Convention on Persistent Organic Pollutants, and the United Nations Convention to Combat Desertification). The GEF has 177 member countries. All members participate in the GEF Assembly (governing body). The GEF Council (board) is comprised of 32 members.

Donor countries allocate funds to the GEF through the replenishment process every four years. The 4th GEF Replenishment in August 2006 amounted to USD 3.1 billion and will fund operations up to 2010.

The GEF is structured as a trust fund. The World Bank is the Trustee (responsible for financial management, disbursement of funds, and monitoring and reporting on the use of resources).

Planning at operational level

In 2005, the GEF Council adopted the new Resource Allocation Framework (RAF) for allocating GEF resources. It applies to two-thirds of the GEF resources that are available to fund biodiversity and climate change projects during fiscal years 2007-10. The remaining one-third of GEF resources, used to fund other sectors/themes, is allocated on a project by project basis. The RAF specifies at the beginning of each 4-year replenishment period the resources each eligible country can expect from the GEF and how these initial allocations will be updated at the middle of the replenishment period. The RAF uses two indexes to calculate the country allocation: GEF Benefits Index, which measures the potential of a country to generate global environmental benefits, and GEF Performance Index, which measures a country's capacity, policies and practices relevant to successful implementation of GEF projects. The RAF implementation started in July 2006 and is limited to biodiversity and climate change projects. For projects that are not covered by the RAF, funds are allocated on a "first to come, first served" basis, based on project proposals that are submitted for funding.

GEF finances the "incremental" costs associated with transforming a project with national benefits into one with global environmental benefits. GEF resources can be extended to countries eligible to receive IDA/IBRD loans or UNDP technical assistance but eligibility criteria are defined separately for each focal area. The GEF implements its projects through UNDP, UNEP and the World Bank as well as IFAD, FAO, UNIDO and the regional development banks.

Availability of information

- Information of resources with each focal area is an outcome of the Replenishment process.
- Information of the country allocation for the fourth Replenishment period related to the areas of biodiversity and climate change should be available through the RAF.

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