



ROUNDTABLE 3: HARMONISATION DONOR MAPPING – ASSESSMENT OF THE STATUS QUO

1. BACKGROUND AND OBJECTIVES

The Paris Declaration on Aid Effectiveness (signed in March 2005) commits partner countries and donors to a more effective division of labour and burden sharing among donors in order to overcome excessive fragmentation of aid and overlapping donor activities at global, country or sector level. Despite the fact that the existing DoL processes are very country-specific and vary to a good extent with regard to the particular process steps taken and instruments applied, the following schematic figure attempts to illustrate some common stages and elements for the elaboration and implementation of DoL agreements.

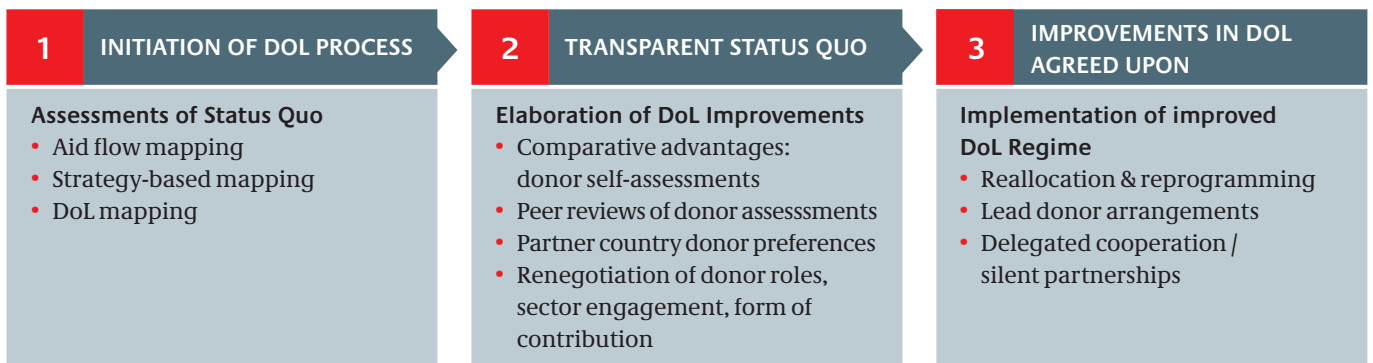
Most in-country DoL processes have started with an **assessment of the actual status quo** of donor engagement in the various sectors or thematic areas in the partner country (“Donor Mapping”). A donor mapping exercise can therefore be considered a first step towards an improved division of labour and it is the basis for a transparent and rational DoL process. However, donor mapping also serves as stand-alone approach creating transparency with regard to donor engagement. A considerable number of countries have already gone through mapping exercises as part of their efforts to actively steer donor harmonisation and ultimately take the driver’s seat in their development processes. In some cases, donors have initiated the mapping in order to create

transparency and partner countries have joined in at a later stage.

Donor Mapping benefits from a systematic approach to sharing information on aid flows and actors. This is achieved most sustainably through an aid management system, as noted below. For a comparison of aid managements systems and the roles they can play see → www.aideffectiveness.org/index.php/AIMS.

Overall, aid management systems provide a reliable basis to improve effective aid management toward better development results.

COMMON STAGES AND ELEMENTS FOR THE DOL PROCESS



ENABLING INITIATIVES AND POLICY FRAMEWORK:
National Development Strategies (e. g. PRS),
Joint Assistance Strategies (JAS),
National Harmonisation / Alignment Action Plan / Aid Policy

2. EXISTING APPROACHES OF DONOR MAPPING

Once the political decision has been made to undertake a mapping exercise, mapping is basically a process and technical design issue. However, in order to make it a useful and living tool, capacity and resources are required not only for the set-up but maintenance of the database. Existing donor mapping exercises differ in scope (sector-wide, regional or nation-wide) and/or type (aid flow mapping, strategy-based mapping). Even though the differentiation between aid-flow and strategy-based mapping as two sub-categories of general donor mapping might be somewhat artificial (as both deal with donors, sectors and figures), it seems useful when deciding on the adequate mapping instrument:

AID FLOW MAPPING	centres around actual and projected budget figures and is very helpful for sector and national budgeting and MTEF, analysing funding gaps etc.
STRATEGY-BASED MAPPING	shows the specific aid with regard to the PRSP or a sector strategy, potentially also with its kind of support (TA or investments). This is a helpful prerequisite for the alignment of different aid approaches within a respective national or sector strategy.
DoL MAPPING	gives an overview on donors per sector. Most DoL mappings already reflect the out-come of the second step in DoL processes (see flowchart) by defining the different roles of donors (silent, active, lead etc.). However, also the “status quo ante”, i.e. the situation before starting the DoL process can be considered DoL mapping.

These approaches of donor mapping are not necessarily to be thought of as alternatives. They should rather be used as complementary instruments, reflecting different goals and needs. Whereas for a Ministry of Finance aid flow mapping is of utmost importance for budgeting and setting up MTEF, a Ministry of Education would be interested in coordinating the different inputs into its sector with regard to the national education strategy. Examples for the various mapping exercises are presented in the following:

2.1 WEB-BASED “AID FLOW” MAPPING

MOZAMBIQUE AND NICARAGUA

In January 2005, the EC Delegation in Mozambique hired a consultant in the context of the EU Pilot Initiative on Co-ordina-

tion & Harmonisation in order to establish a common EU Project Database. This database has been created, centralizing and making available information on activities of all EU Member States operating in Mozambique. In a next step of overall donor harmonisation in Mozambique, it was agreed to open up the Database and information system to all donors and UN Agencies active in Mozambique and to hand over ownership of the database to the Directorate of Investment and Cooperation in the Ministry of Planning and Development (MPD).

The database was renamed ODAmoz (Overseas Development Assistance to Mozambique Data Base) and is currently available online at → www.odamoz.org.mz. ODAmoz enables users to run a variety of reports including a full list of development activities, reports by sector, by province, by donor, as well as offering

detailed quarterly disbursement information and forecasts on specific projects themselves, as requested by MPD. Information is being managed by Donors themselves who have designated focal points to overlook their data entry. ODAmoz is supported by a management team for technical responsibility, quality control and support to the donor focal points.

The structure of ODAmoz includes among other the following data series:

1. Agency / Donor
2. Project / Programme title
3. CRS ID number
4. Project number
5. Mozambique Budget Project number
- 6.-8. Project Officer, phone and e-mail
9. Project Internet Link
10. Brief Project Description (activities & outputs)
11. Comments
- 12.-14. Duration and status of project
15. Funding type
- 16.-21. Financial Commitments and Quarterly Disbursements incl. forecasts
22. Implementing / Executing agency
23. DAC / CRS Sector
24. Geographic location of the project
25. MDG Targets and Goals

In Nicaragua a similar process was initiated in 2007 and is now also available online at → www.nic.odadata.eu. For the time being it contains the ODA-flow of the 11 EU-member countries including the European Commission. Other donors and UN-Agencies have not yet joined in and the instrument has not yet been handed over to the Nicaraguan government.

DEVELOPMENT ASSISTANCE DATABASE “DAD” – VIETNAM, UZBEKISTAN AND OTHERS

The Development Assistance Database (DAD) is an Aid Information Management System for use in national reconstruction and long term development environments that strengthens the management, coordination, and transparency of international assistance. DAD is a Web-based information collection, tracking, analysis and planning tool for national governments and the broader assistance community, including bilateral donors, international organizations, and NGOs.

- The DAD provides secure access through the Web for data entry and updates of grant programs by donor and recipient agencies. DAD- focal points at all stakeholder institutions are set-up for the decentralized and regular data entry.
- Grant and loan programs are broken down into projects and activities with programmatic and budgetary details, as well as disbursement schedule and execution.
- Users can filter, group and sort all projects by any category or group of categories.
- The DAD system provides users with a wide range of analytical functions, including querying, reporting, charts and Geographic Information System (GIS) functions.
- Various predefined and ad-hoc reports and charts can be produced with a powerful report generator on the Web.
- The integrated GIS allows for plotting projects on the map of the country with zooming and other functions.

The DAD has been implemented in 21 countries. These include Vietnam, Uzbekistan, Lebanon, Zambia, Rwanda, UNDP Regional Center in Bangkok (Tsunami Regional DAD and Private Sector DAD), Pakistan, Indonesia (Recovery Aceh-Nias), UNAIDS Indonesia, Maldives, Thailand, Iraq, Afghanistan, and Sierra Leone, Republic of Macedonia, and Guatemala. Most of these implementations have taken place through a strategic partnership between the software company Synergy International Systems, and the United Nations Development Programme (UNDP).

The DAD Vietnam, for example, was launched through the Ministry of Planning and Investment (MPI) in September 2005 and is now tracking 95% of donor activity with 52 donors entering their data. Several rounds of training have taken place, one for the host unit within MPI, one for administrators and one for the focal points. A DAD-Helpdesk has been established. The DAD Vietnam also includes historical data from the past decade of ODA to facilitate monitoring and evaluation as well as aid tracking. Further information and reports on the process can be found on the DAD website → www.synisys.com/index.jsp?sid=1&id=95&pid=73. A DAD website for Vietnam is not publicly available, but the Uzbekistan website can be explored → www.dad.uz/en/public/sector/.

AID MANAGEMENT PLATFORM – ETHIOPIA AND OTHERS

The Aid Management Platform (AMP) is a customizable Web-based e-government solution created by the Development Gateway Foundation strengthening aid management capacity and reporting capabilities of developing country governments. AMP provides a virtual workspace for government officials managing aid resources allowing users to organise and share aid information online, from planning through implementation.

The Aid Management Platform was designed for use by both governments and their development partners → <http://amp.developmentgateway.org/index.do>¹. AMP is used to manage the processes for planning, tracking and reporting on aid flows (including sector/budget support, project support, and other aid modalities). AMP also has tools for monitoring and

evaluation that can help governments keep track of progress toward development objectives such as the Millennium Development Goals and other national priorities. It can process and present data for different financial years and currencies. AMP is based on open source software technology, meaning that governments own the source code and can make changes to it at any time.

The Aid Management Platform is currently operational in Ethiopia, Bolivia, Burkina Faso, Democratic Republic of Congo, and Tanzania.

¹⁾ The impetus for the Aid Management Platform came from the 2003 Rome High-Level Forum on Harmonisation, where the Development Gateway Foundation was identified as a provider of ICT tools for aid effectiveness. At the Rome Forum, the government of Ethiopia explained that aid management practices, such as weak coordination among donors, were hindering progress on poverty reduction. In response, the Development Gateway Foundation began to conceptualize and develop the Aid Management Platform, in partnership with the Government of Ethiopia as well as the **OECD**, **UNDP**, and the **World Bank**.

ODA DATABASE – CAMBODIA

Cambodia provides for a good practice example in two ways: Firstly, because it is structured according to the National Strategic Development Plan which provides the overarching framework for implementing development activities and for programming domestic and external resources in Cambodia (instead of only sectors and/or MDG); secondly, because it is entirely managed by a national institution and therefore one step ahead in ownership.

The Cambodia ODA Database is developed and maintained on behalf of the Royal Government by the Cambodian Rehabilitation and Development Board (CRDB) of the Council for the Development of Cambodia (CDC). The ODA Database is an on-line Microsoft Access-based system that has been developed and improved over a number of years by the staff of CRDB/CDC.

The ODA Database includes the following features:

- Details of project and programme

details (objectives, aggregate commitments and disbursements, sector and location details).

- Report and query functions that enable the production of customised reports (exportable to Excel for further analysis).
- Sector profiles providing customised analysis of aid to all sectors (showing the largest donors, the biggest projects, sub-sector breakdowns, historical disbursements and future projections, Paris Declaration sectoral indicators).
- Paris Declaration monitoring is enabled and automated through the production of project-level indicators to monitor progress by donor and by sector.
- Project output features are enabled in sectoral systems that are derived from the main Cambodia ODA Database „hub“, thereby allowing full customisation based on sectoral need.
- On-line and off-line data entry is fully supported.

While the ODA Database is Government owned and managed, the primary responsibility for entering data lies with development partners. This decentralises responsibility to those who often have the fullest information regarding planned and ongoing aid-financed activities. Training is provided to development partners and a Manual has been developed to provide additional reference. The Database Administrator then provides on-demand help desk support (via email, telephone or specially arranged meetings). Data entry is required at the time of agreeing a new project. Additional data entry is then required to provide disbursement projections. Data is then validated by CDC staff who are assigned portfolio responsibilities and who work closely with nominated development partner focal points.²

²⁾ The Cambodia ODA Database is designed to be responsive to local needs, cost effective and sustainable. It has been developed over a period of 6 years, being continually customised and improved as capacity for aid management has developed and aid information needs have become more sophisticated and complex. The ODA Database has its roots in the UNDP DCAS system, which evolved into an Excel-based system

when it was taken over by Government in 2002. Local experts were then recruited and retained by Government to transfer the database into Microsoft Access, ensuring that costs of maintenance and improvements are kept to a minimum. The ODA Database is now supported by a small team of officials based at the Council of the Development of Cambodia, the government aid management focal point. It occupies about 50% the time of one IT expert.



2.2 STRATEGY-BASED DONOR MAPPING

PRSP AS A PLATFORM – UGANDA

Based on the successful formulation of the Uganda Joint Assistance Strategy in 2005 and the Uganda Partnership Principles of 2001, the joint GoU / donor Harmonisation Committee, chaired by the Ministry of Finance and Economic Development (MoFPED), initiated the DoL exercise at the beginning of 2006 with funding from DFID and the World Bank.

The DoL process began with the design and implementation of the Aid Information Map (AIM), which provided a baseline for the Division of Labour exercise as a whole. The Aid Information Map had two components: the Development Partner (DP) Questionnaire and the Financial Data Tool (FDT). Additional material, such as the OECD / DAC survey and other recent evaluations, were also used to supplement FDT data and to provide general background information.

1. The **DP Questionnaire** collected information on current and possible future DP activities. Current engagement was mapped onto the Poverty Eradication Action Plan (PEAP) pillars in terms of financial support and dialogue processes. DPs were asked for initial opinions on future plans for engagement and areas in which they would potentially consider taking on leadership functions, devolve dialogue or financial responsibility to another DP or withdraw. Each institution was also asked what characteristics are likely to be important for the different roles DPs can take in a given sector.
2. The **Financial Data Tool (FDT)** presented detailed financial information from MoFPED and the Economist Group on aid to Uganda and related them to PEAP pillars and Uganda Budget / MTEF classifications. The existing data for each DP (in terms of type, alignment, modality, and relationship to GoU budget classification) was sent to each DP for verification, correction and completion, in the form of a MS Access database.
3. An **MTEF-PEAP mapping exercise** helped to structure the survey results in relation to resource allocation

mechanisms. Because of the need for comparable and consistent data across all DPs, mapping the PEAP to the MTEF (and thus the Sector Working Groups – SWGs) was an essential process in linking ODA, the GoU's own development recurrent budgets and the long-term poverty reduction goals of the PEAP.

Thus, Uganda combined two steps regarding the elaboration and implementation of DoL agreements in its donor mapping exercise, the mapping itself and a approach for improving the DoL by asking donors for their preferences in the DoL process. The response to the whole mapping exercise was better than the MoFPED had initially expected: From 29 donors that had received questionnaires, 25 answered the questionnaire and 21 responded with FDT data entries. Analysis and information on the Uganda mapping process can be found in the ODI "Interim Report of the Uganda Donor division of Labour Exercises", March 2007, at www.odi.org.uk.

PRSP BASED – GHANA

In February 2007, the Ghana Joint Assistance Strategy (G-JAS) was signed by 16 Development Partners (DPs). In line with the Paris Declaration on Aid Effectiveness, a commitment has been made that a comprehensive exercise should be carried out that will establish how to be more selective in terms of financial programming, policy dialogue and technical cooperation and how to concentrate efforts in line with each DP's comparative advantages. The G-JAS states explicitly that to reach the full potential of this division of labour exercise, the Government of Ghana (GoG) should get involved and take ownership at the earliest opportunity.

Amongst DPs, the European Commission and the German Embassy have agreed to coordinate and steer this process in Ghana. Meanwhile, a survey among international donors active in Ghana has been conducted. DPs were asked to fill in their present (2007) and planned (2008 onwards) activities within the GPRS II (Ghana Poverty Reduction Strategy) focus areas. They could also specify their aid modalities (Programme Aid, Sector Budget Support, Basket Funding, Silent Partnership with or without financing, Active but no financing or General Budget Support).

Currently, 22 donors (ADB, Canada, Denmark, EC, FAO, France, Germany, IFAD, Japan, NDF, Netherlands, Spain, Switzerland, UNDP, UNFPA, UNICEF, UNIDO, UK, US, WFP, WHO, World Bank) have responded to the survey. Their responses have been merged with the Development Partners Resource Envelope which gives an overview of expected financial disbursements until 2009/10.

2.3 DOL MAPPING

DoL mappings provide a quick overview on donors present in the various sectors. At the beginning of a DoL process the DoL mapping might as well show no division of labour elements yet, but just who is active in a sector. In the process of DoL, the DoL mapping provides a chart that highlights not only sector presence but also the different roles donors take at a given state. So, over time the updates of DoL maps allow to visually follow-up the harmonisation and ODA-streamlining efforts in a partner country.

As the focus of this paper is on the initial assessment phase of the status quo, the next steps in the process are not further discussed here.



3. GENERIC PHASES OF DONOR MAPPING

As shown by the examples above, donor mapping (reflecting an existing situation of donor presence and aid flows to different sectors) can take a variety of forms which are used by a number of countries in parallel. As a variety of sophisticated systems have already been developed, the process should be started by a review to see whether these systems are able to fulfill the individual needs and can be adopted, instead of going through the complex and time consuming process of developing an own system.

In all cases, whether partner countries or development partners initiated the process, external support was needed to set up an adequate system. **Donor mapping is not a one-time activity** if it is to be an effective tool in donor harmonisation – it requires continuous efforts. Once the system is technically and organizationally set-up, it needs to be managed and regularly updated.

The next step in the stages of a DoL process is the elaboration of DoL improvements on the basis of an analysis of the status quo, the comparative advantage of donors as well as partner countries and donors preferences.

PHASE 1 PREPARATION FOR A MAPPING EXERCISE

Political decision to undertake mapping exercise, invitation to all relevant stakeholders to participate in this exercise (the afore mentioned cases show that it is most effective if the partner countries take the lead, as systems like aid-flow mapping serve much wider purposes than donor coordination e.g. rationalizing budgeting processes). “Relevant stakeholders” such as NGOs, which are particularly relevant in the case of coordination in disaster or conflict areas, should be included in this process .

Decide on **national institution / department** to host and manage the mapping (in many cases this is Ministry of Finance – particularly for the aid-flow mapping – or Ministry of Planning). Sector Ministries might also lead the (sector) mapping process in case of an extensively “overcrowded” sector that calls for urgent action.

Secure funding for the mapping exercise. As the mapping tools, particularly the web-based ones, are sophisticated systems that need a lot of technical and organizational input, external assistance by specialized experts will probably be needed – for the set-up as well as for the management at least in the short run – depending on the capacities of the host organization.

PHASE 2 DECISIONS ON THE MAPPING DESIGN

Design issues

- Which data is considered decisive and how far should data be disaggregated (sub-sectors, regions / districts, program type etc.)?
- Which type of mapping (aid-flow / strategy-based) seems the most adequate and effective one for the country’s specific need?
- Which is the national framework to link it to (MDGs, PRSP, sectors, MDTF)?

Organisational and technical aspects

- Which capacities and resources are needed for this process (short and medium run) ?
- Should an off-the-shelf package be used, or a customised system be developed?
- Which technical platform to be used? (MS Access, MS Excel, web-based?)
- Spread of access to information (restricted to government and donors / publicly open in part or entirely)?
- How should data input be organized to ensure complete and reliable information and its regular update?
- Which should be the frequency of data updates (quarterly, annually?)

PHASE 3 DESIGN OF INFORMATION COLLECTION PROCESS AND MANAGEMENT OF MAP

- Set-up a **mapping management** unit (including the necessary external support)
- Define **focal points at all stakeholders** of the process (Government, donors, NGOs) and assure their training for data entry
- Define **information collection process** from all relevant stakeholders based on questionnaires and provide for their entry into the mapping system, including control processes and data reliability checks
- Provide an application **manual**
- Provide for **training to map-administrators**, focal points and other users from government for data update and management, functions and use of the system