

## Making Development Assistance Work Better

by Faustine Wabwire



World Bank

### Key Points

- The principles of the Paris Declaration and Accra Agenda for Action need to be reaffirmed. Experience shows that these principles are relevant to development. Considerable progress has been made toward putting them into practice, and their fuller implementation will contribute to achieving the Millennium Development Goals.
- Development—and development cooperation—needs to promote inclusive, accountable partnerships that support country-led processes.
- Monitoring and reporting on development goals should rely on stronger, more widely-used country frameworks.
- Donors need to follow through on their commitments to change their policies and practices. For many, this will involve making their aid agency structures more efficient.
- U.S. leadership has already spurred considerable progress on aid effectiveness—this should be used to leverage support among international partners and to strengthen multilateral capabilities.

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Bread for the World Institute provides policy analysis on hunger and strategies to end it. The Institute educates its network, opinion leaders, policy makers and the public about hunger in the United States and abroad.

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### Abstract

In 2005, through the Paris Declaration on Aid Effectiveness, the international community accepted ambitious commitments to improve the impact of development assistance. Today, important questions emerge: to what extent have these commitments been implemented? Is aid being delivered in a more effective way?

In 2008, the Accra Agenda for Action called for greater focus on country ownership, accountability and transparency, and inclusive partnerships. Globally, progress has been made but more needs to be done. In general, the governments of developing countries have gone further than donors in implementing their commitments, though efforts and progress vary.

At the country level, aid effectiveness efforts have had wider impact on institutions and, in turn, on development results. Since 2005, the Paris principles have been adapted by a growing number of stakeholders, including civil society and parliaments, to specific needs and situations. However, efforts to meet the needs of the poorest people must be stepped up. Aid is only one element of the development process; the Paris principles are also applicable to other development efforts, such as South-South cooperation.

The Fourth High-Level Forum on Aid Effectiveness (Busan, Korea, Nov. 29 – Dec. 1, 2011), should forge deeper political commitment and identify concrete follow-through actions. The post-Busan agenda should ensure that aid supports development priorities, especially the Millennium Development Goals.

## Implications for the Paris Declaration in Busan and Beyond

“Global problems require global solutions” is not just a truism—it’s a reality. Yet until recently, the field of international development placed little emphasis on accepting and acting on the need for holistic, coordinated, sustainable solutions to problems such as widespread hunger and poverty.

The international aid effectiveness movement began taking shape in the late 1990s. Multilateral institutions, donor countries, and countries in the developing world alike are making efforts to make development assistance more effective. A single statistic—the world is home to nearly 1 billion chronically undernourished people—is enough to show that these efforts are urgently needed. We must use development resources efficiently because the lives of millions of people and the quality of life of hundreds of millions more depend on it.

The current effort to assess progress to date is the Fourth High Level Forum on Aid Effectiveness (Busan, Korea, from November 29, 2011 to December 1, 2011).

### The Journey to Busan

Experience over the past decades teaches us that coordinating development assistance and development programs will, quite simply, improve our results. Coordination helps build transparency, accountability, and legitimacy in global poverty reduction efforts. Yet to a large extent, these programs continue to be fragmented.

Aid that isn’t coordinated erodes opportunities for progress, including the prospects for achieving the U.N. Millennium Development Goals (MDGs). The MDGs are an unprecedented worldwide effort to make progress by 2015 on

collectively identified, achievable goals whose progress can be measured. The eight MDGs include targets for reducing hunger, deep poverty, child and maternal mortality, environmental sustainability, and the toll taken by diseases such as AIDS, malaria and tuberculosis. The MDGs also call for a global partnership between developed and developing countries.

A key obstacle to an effective partnership is that donors have varied requirements and procedures to design, assess, monitor, and evaluate aid. Donors often have different time-tables for reporting since their fiscal years end on different dates, making it necessary to make several field visits to a given country in one year. It is a time-intensive and financially costly process for everyone, especially partner countries. For example, the 2008 Paris Monitoring Survey found that Vietnam had received 752 missions from donors during the previous year.<sup>1</sup>

The sheer number of meetings took significant time and energy away from implementing development programs and added to the pressure on already limited government capacity. In Morogoro, Tanzania, district health officials spent 25 working days each quarter (100 working days every year) writing reports for donors instead of delivering services.<sup>2</sup>

As the movement toward greater aid effectiveness got underway, donors in particular began to realize the cost to recipient countries of these varied requirements and timetables. They began working with each other, and with partner countries, to harmonize them.

### Milestones and Accomplishments in the Aid Effectiveness Agenda

#### The Monterrey Conference on Financing for Development

In 2002, in Monterrey, Mexico, the international community agreed that although it is critical to provide more financing for development, more money alone is not enough. Donors and partner countries alike wanted to know that aid would be used as effectively as possible.

#### The Rome High-Level Forum on Harmonization

In 2003, a group of donors and partner countries met at the First Rome High-Level Forum on Harmonization (HLF-Rome). At the meeting, leaders from the major multilateral development banks, international and bilateral organizations, and donor and recipient countries committed to taking action to improve the management and effectiveness of aid and to document and assess evidence of concrete progress. They agreed to meet again in early 2005 in Paris.

The meeting produced the Rome Declaration on Harmonization, whose ambitious action agenda included:



Celia Escudero Espadas

- Ensure that harmonization efforts are adapted to the country context and that donor assistance is aligned with the recipients' priorities.
- Expand country-led efforts to streamline donor procedures and practices.
- Review and identify ways to adapt the policies, procedures, and practices of institutions and countries in order to facilitate harmonization.
- Implement the principles and standards of good practice that were formulated by the development community as the foundation for harmonization.

**The Paris Declaration: Joint Progress toward Enhanced Aid Effectiveness**

The Paris High-Level Forum on Aid Effectiveness was held in 2005. Here, more than 100 signatories, representing partner governments, bilateral and multilateral donors, regional development banks, and international agencies, endorsed the Paris Declaration on Aid Effectiveness (the Paris Declaration). Signatories committed to specific actions that would promote the effective use of aid funds.<sup>3</sup>

The Paris Declaration grew out of a consensus on the necessity for “country ownership” of development efforts.<sup>4</sup> Several decades of experience led the international community to the realization that development depends primarily on efforts at the country level and that aid needs to focus on facilitating these efforts—not on trying to replace them. Developing countries themselves must “own” their development. The Paris Declaration commits donor and recipient governments to enhance accountability to each other and to their citizens for development policies, strategies, and performance.

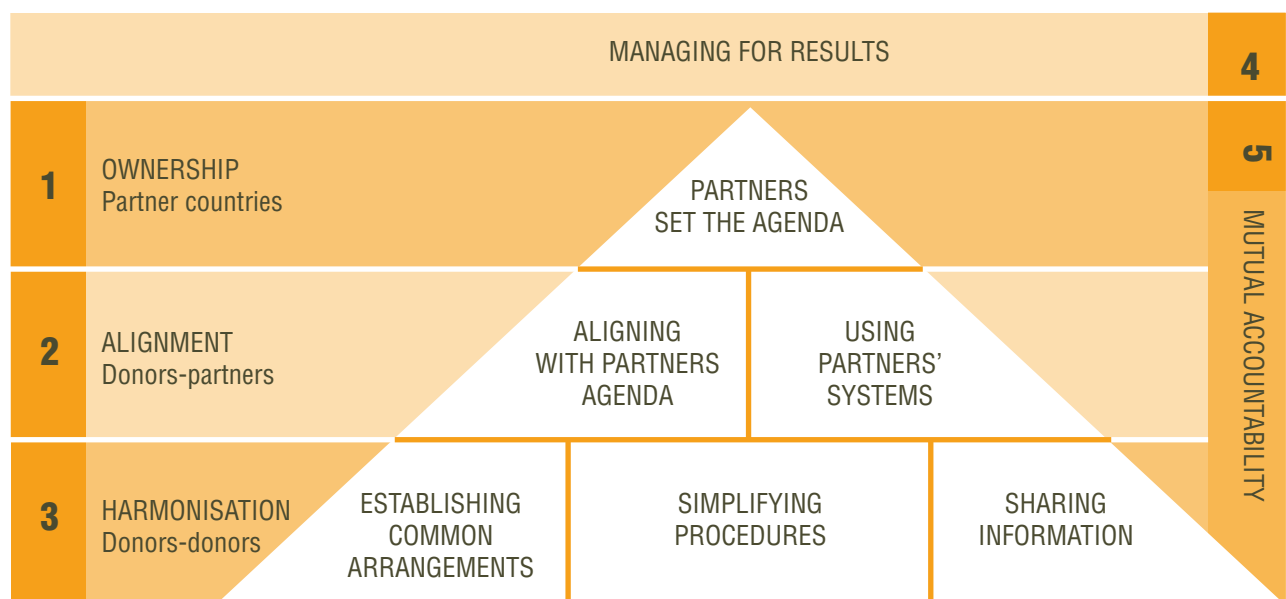
There are five principles of effective aid in the Paris Declaration:

1. *Ownership*—developing countries exercise effective leadership in their development policies and strategies and as coordinators of their development activities.
2. *Alignment*—donors commit to basing their overall support on recipient countries’ national development strategies, institutions, and procedures.
3. *Harmonization*—donor countries work cooperatively so that their actions are more harmonized, transparent, and collectively effective. They reduce transaction costs for local partners, freeing them to focus their attention on strategic concerns rather than on the details of project management.
4. *Managing for Results*—developing countries and donors shift their focus to development results, and these results are measured.
5. *Mutual Accountability*—donors and partners are accountable for development results—actual improvements in the lives of poor people.

Beyond identifying principles for effective aid, the Paris Declaration laid out a plan of action to improve the quality of aid and its impact on development. It put in place a series of implementation measures; it also established a monitoring system to assess progress and ensure that donors and recipient governments are increasing their levels of transparency and accountability. Based on the five principles, 12 indicators of aid effectiveness were selected. For each, a global-level 2005 baseline was calculated and a target 2010 value identified. [For the 12 Paris Indicators, see appendix].

The Paris Declaration’s emphasis on monitoring and

Figure 1 Paris Declaration Principles



Source: OECD.

evaluation has helped generate more and better information on development assistance and its outcomes. This information is an essential foundation of stronger accountability. The 2011 Survey on Monitoring the Paris Declaration has 78 developing country participants—up sharply from the original 34 countries in 2006 and the 55 participants in the 2008 survey. In addition, 22 countries have participated in the independent evaluation of the Paris Declaration. These increases in participation—all voluntary—illustrate the importance countries attach to structured, evidence-based dialogue on aid effectiveness. For some, the survey offered the first-ever opportunity to collect and disseminate country-level information on the nature and quality of aid flows.

The principles have also helped bring a broader range of voices to the table. In particular, the harmonization principle has opened up new challenges and opportunities for civil society organizations (CSOs). Thanks to the increased emphasis on comprehensive approaches and systems-wide interventions, CSOs have more opportunities to engage meaningfully in high-level policy dialogue on issues that affect development and the achievement of the Millennium Development Goals.

Another key milestone is the establishment of the *g7+ group of fragile and conflict-affected countries*. The g7+ is unique because this is the first time in history that fragile and conflict-affected countries and regions have had a global and shared voice on the global stage. The g7+ now leads this international dialogue to define norms and approaches to international engagement in fragile states and situations. As we already know, fragile and conflict-affected countries and regions are the farthest from reaching the Millennium Development Goals. Despite international engagement in donor

aid and assistance, little progress has been made in deterring the consequences of fragility and conflict on the peoples of these countries and regions with 54% higher prevalence of malnutrition, 20% higher child mortality rate and 18% lower primary education completion rate compared to other developing countries and regions.<sup>5</sup>

As the nature and quality of partnerships in developing countries and at the global level have evolved, so too has the appetite for better evidence on results, development processes, and the effects of aid.

### The Accra Agenda on Aid Effectiveness

In 2008, the Third High-Level Forum on Aid Effectiveness took place in Accra, Ghana, this time with the participation of about 1,700 representatives. They came from more than 100 ministries and heads of agencies in developing, donor, and emerging economies, from 80 civil society organizations, and from the United Nations, multilateral institutions, global funds, and foundations. The discussion in Accra emphasized that it is essential to support inclusive and effective development partnerships with local civil society, parliamentarians, the private sector, foundations, and global programs. Evidence from a survey of 54 developing countries provided a factual basis for discussion. Another source of information about where action is most needed was an evaluation of how eight recipient and 11 donor countries were implementing the Paris Declaration some three years after signing it.

Key points adopted in the Accra Agenda for Action:

- *Predictability*—donors will plan their aid to partner countries farther in advance so they can provide information on three to five years' worth of projected assistance.
- *Country systems*—partner country systems, rather than donor systems, will be the first option for aid delivery.
- *Conditionality*—donors will switch from prescribing the conditions for how and when aid money is spent, to using the developing country's own development objectives to make these decisions.
- *Untying Aid*—donors will relax restrictions that prevent developing countries from buying the goods and services they need from whichever source offers the best quality at the lowest price.

### Evaluating the Impact of the Paris Declaration

By the time of the Accra High Level Forum in 2008, the Paris Declaration efforts had begun to pay off in some areas, including untying aid, coordinating technical cooperation, and improving the reliability of partner governments' financial systems. Early signs of progress helped partner countries realize the value of both the commitments made in the Paris High-Level Forum, and their own participation in efforts to improve aid effectiveness.



IRIN/Kate Holt

The Paris meeting produced agreement among donors and partners on 56 specific actions, organized according to the 12 indicators mentioned earlier. Targets were set for progress to be made in the first five years, i.e., between 2005 and 2010. Three surveys have been carried out at the country level to gather information about implementation:

- The 2006 survey established a baseline for measuring future progress.
- The 2008 survey provided data to aid discussions and policy decisions at the Accra Third High-Level Forum on Aid Effectiveness. It also established a baseline for countries that did not take part in the first round.
- The most recent survey, conducted in 2011, monitored whether the targets agreed to in 2005 have been reached. All countries that endorsed the Paris Declaration and the Accra Agenda for Action were invited to participate in the survey.

### Results of the 2011 Paris Declaration survey

The 2011 survey, covering 78 countries, finds that at the global level, only one of the 12 targets established for 2010, Indicator 4, has been met.<sup>6</sup> There has, however, been significant progress toward many of the other targets. The goal of Indicator 4 was to have 50 percent of all technical cooperation meet the definition of “coordinated,” and the survey found that 57 percent of the technical assistance provided in 2010 was coordinated. There are several reasons for this progress, including the role of sector working groups as coordination platforms, the use of sector-wide approaches (i.e., aligning sectoral initiatives within the country’s overall macroeconomic framework), and donors’ alignment with national plans and/or use of joint financing arrangements.

Qualitative evidence from the survey also suggests that many countries are using program-based approaches to help better coordinate their technical cooperation. Criteria for a program-based approach to aid have been established, so that those designing and implementing projects have a clearer idea of what has worked in the past. They include: (i) leadership by the host country or organization; (ii) a single comprehensive program and budget framework; (iii) a for-

#### Indicator 4: Coordination of Technical Cooperation

To measure progress in coordinating donor support for capacity development, the survey collects data on the percentage of technical cooperation that:

1. is aligned with the priorities for capacity development
2. is communicated by partner country authorities
3. is controlled by the relevant authorities and
4. has a method of coordinating the assistance provided by several donors where these are in place.

malized process for donor coordination as well as harmonization of donor procedures for reporting, budgeting, financial management, and procurement; and (iv) efforts to increase the use of local systems for program design and implementation, financial management, monitoring, and evaluation.

It is encouraging to note that since 2005, there has been progress—albeit very uneven—for almost all of the measures of aid effectiveness. Despite significant national and regional variations and differences in the efforts of individual donors and developing countries to fulfill their commitments, progress has been made on indicators where responsibility for change lay primarily with developing country governments. Many of these changes have required deep reforms that go beyond aid management to broader aspects of government processes. The impact of reform has been greatest when countries develop action plans to meet their commitments based on their own needs, context, and development priorities.

The one indicator for which the 2010 target has been met is coordination of technical cooperation :

- As noted above, donors’ technical cooperation is also more coordinated and aligned with the capacity development programs of developing countries (Indicator 4). The proportion of technical cooperation that is coordinated increased from 48 percent in 2005 to 60 percent in 2007, exceeding the 2010 target of 50 percent.

Another very encouraging finding was that at the level of national governments, the survey process itself has helped push forward the Paris Declaration commitments. Over time, the Paris Declaration has helped generate a common sense of purpose on the actions needed to improve aid effectiveness in ways that help achieve the Millennium Development Goals. The process has stimulated dialogue among partner countries, the community of donors, and key actors from civil society. The value of the survey as a tool for strengthening broad-based accountability at country level is substantiated by the fact that more countries volunteered to take part in the 2008 and 2011 surveys: in less than two years between the 2006 and 2008 surveys, 20 new countries decided to monitor the effectiveness of their aid.

The status of the remaining 10 targets is mixed:

- Evidence on the commitments to broaden ownership—specifically the participation of non-state stakeholders in aid and development processes—is at best partial. Evidence gathered through the survey suggests that in some countries, non-state actors are now more involved in the development of national strategies. At the same time, evidence suggests that some other partner countries continue to face challenges to establishing an enabling environment for civil society activities.
- More than a third of the countries surveyed showed an improvement in the quality of their Public Financial

Management systems over the period 2005-2010. Some of these countries made considerable progress. At the same time, however, a sizable number of countries saw setbacks in the quality of their systems.

- Donors are using partner country systems more than in 2005, but not to the extent agreed in Paris. In particular, the 2008 survey found that donors are not systematically making greater use of country systems where these are more reliable. On the other hand, there are fewer Parallel Project Implementation Units structures set up by donors to implement aid-funded activities that can hinder efforts to ensure accountability—than in previous years, even though there was not enough progress to meet the target.
- Although donors did not make progress in untying aid across the sample of 78 countries participating in the 2011 survey, good progress is being made by donors in developing their own individual plans to further untie aid. The proportion of global assistance that is untied has risen slightly among donors who are members of the Development Assistance Committee [DAC] of the Organization for Economic Cooperation and Development.

this regard is the need for policy coherence at the country level that creates an enabling environment where all people have a chance to contribute to progress.

With the 2015 deadline for achieving the MDGs approaching rapidly, the world needs a reaffirmation of the commitment made by international leaders and 190 countries to fight poverty through the MDGs. The global situation today calls for intensified collective action and inclusive partnerships that make progress possible for all.

## Opportunities for Busan

### 1. Sustain and build momentum for the Millennium Development Goals

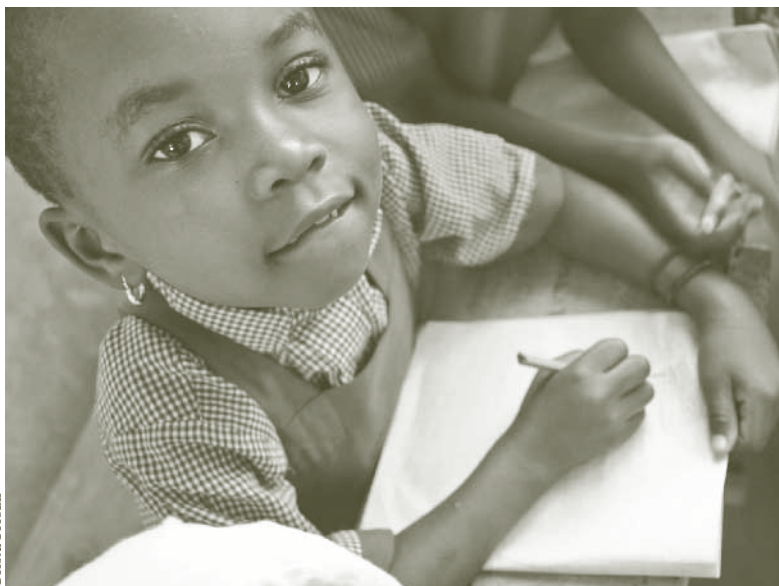
Moving the aid effectiveness agenda forward so that the MDGs are achieved is a complex task, but a necessary one. While more work lies ahead, efforts to achieve the MDGs have already saved lives, helped to lift millions of people out of poverty, and ensured that more children attend school. MDG-related work has reduced maternal deaths, expanded opportunities for women, increased access to clean water, and protected people from debilitating diseases.<sup>7</sup>

Now is an opportunity to build and sustain momentum, a vital ingredient for the journey towards 2015. It is a critical time for efforts to improve aid effectiveness, especially as aid comes increasingly under scrutiny for evidence of its impact and value-for-money. Because targets for the Paris indicators were only specified up to 2010, the Busan meeting presents an important opportunity to help forge consensus on a new set of targets and indicators.

### 2. Include new donors

Over the past two decades, a fundamental transformation has occurred in the global economy, largely the result of the impressive economic growth of developing countries such as China, India, Brazil, and South Africa. These emerging economies are contributing to the larger aid story in a fundamental way, particularly by spurring a rise in South-South cooperation. At the same time, surveys by the Development Assistance Committee of the Organization for Economic Cooperation and Development (OECD/DAC) suggest that aid growth will slow to just 2 percent a year from 2011 to 2013.<sup>8</sup> The Paris Declaration does not involve non-DAC assistance providers and other fast-growing sources of support. Thus, there is both an opportunity and a need to adapt the global development assistance to bring all actors into the movement for greater aid effectiveness.

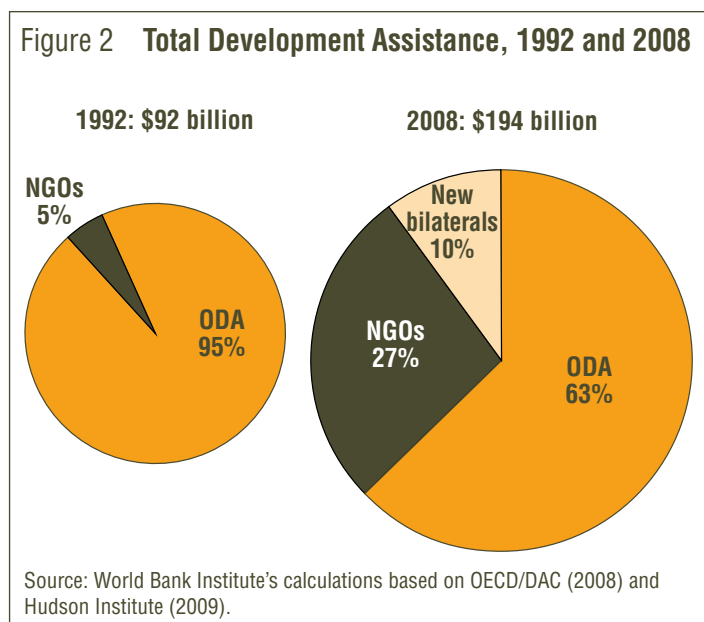
The forum in Busan should focus on how to harness the potential of such expanded cooperation to contribute to eradicating poverty and achieving broad-based development



Crista Friedli

It is undeniable that despite this progress, much more needs to be done. In many areas, progress continues to be slower than expected and in some cases, very modest. These areas include making aid more predictable, encouraging donors to use partners' financial and procurement systems, and developing results frameworks and mutual accountability mechanisms at the country level. It has become clearer that if the quality of aid is to improve sufficiently to achieve the MDGs, countries must not only pick up the pace toward meeting the targets in the Paris resolution, but also consider how wider government functions may need to be modified so that the targets may be met. Of particular importance in

gains for vulnerable populations around the world. For civil society organizations, for example, the Busan forum is a particularly significant milestone as it marks the first time that they will participate as a full and equal stakeholder in aid effectiveness negotiations alongside governments and donors. This presents an opportunity to rethink the global aid architecture. By fostering a broader partnership, Busan could enable more progress toward the MDGs and a vital pathway to 2015, when a new consensus on global development goals must be reached.



### 3. Capacity Building

Although the objectives for coordination of technical cooperation have been achieved, there is still room for improvement. Data on outcomes on the ground show that technical cooperation is still more likely to be a donor-driven process—and therefore, it is more likely to be “tied” than other forms of bilateral assistance.<sup>9</sup> Experience also shows that donor support for capacity development needs both to be better designed to meet the needs and priorities established by the countries themselves and to focus on longer-term impact in order to reduce poverty. In turn, to enable this to happen, developing countries need to adopt strategic approaches to identify and articulate their capacity development needs; put in place appropriate institutional arrangements; and take political leadership to ensure that donor support responds to their priority needs.

The experience of developing countries that have put these principles into action show that these concepts still matter—for development and not just for foreign aid. They have not only helped to ensure that aid is better managed but have also strengthened core state functions—for example, by improving the management of public expenditures, procurement, and accountability.

At the same time, they have contributed to better, more constructive partnerships among developing countries and donors. A good example is the global effort to coordinate technical cooperation between the Joint United Nations Program on HIV/AIDS (UNAIDS) and the Global Fund to Fight HIV/AIDS, Tuberculosis and Malaria. UNAIDS has also taken steps to improve coordination of technical assistance among U.N. agencies through division of labor and the development of joint programs of support that are aligned with national HIV/AIDS strategies.<sup>10</sup> At the country level, this means that governments are in a better position to align their own development priorities with support from donors more effectively.

So far, the accomplishments of the efforts to coordinate technical cooperation include:

- More partner countries have sound national development strategies in place that reflect local needs, and these tend to be more clearly prioritized than in 2005.
- Higher quality results-oriented frameworks are in place in many countries. The evidence suggests that MDG-related statistics are becoming increasingly available within developing countries themselves.

### 4. Country Ownership

Experience shows that country ownership—a process through which countries decide and direct their own development paths—is the foundation of sustainable development. Effective, efficient, and sustainable policies that are well adapted to local contexts can help countries to maximize and tap into external development assistance. In the absence of ownership, however, the development process fails to meet the tests of effectiveness, sustainability, or inclusiveness.

There is widespread agreement that there is still a gap between the theoretical understanding of ownership and actual practices on the ground. Some argue that the aid effectiveness movement has defined ownership too narrowly, focusing on ownership by the national government rather than on the authentic participation of wider societal groups and actors.<sup>11</sup> As we take stock of this core component of the aid effectiveness agenda, it's important to ask: How can “country ownership” be genuinely supported from the outside?

Country ownership requires donors to support capacity development that responds to the needs and priorities of the partner country. The Accra Agenda for Action calls for developing countries and donors to jointly select and manage technical cooperation. They are to promote the provision of technical cooperation by local and regional sources, including South-South initiatives. Recent evidence shows that many DAC donors do not have a comprehensive capacity development policy or strategic framework, although several donor countries have less binding documents that set

out their approach as well as tools designed to help staff at the operational level.<sup>12</sup> Nonetheless, an increasing number of donors are reforming their internal processes along the lines agreed on at Accra. Although the impact of these reforms has yet to be measured, anecdotal evidence suggests that at least some partner countries are more systematically involved in the management of technical cooperation funded by external donors.

Two good examples are Rwanda and the Comprehensive African Agriculture Development Program (CAADP). Rwanda is one of the only countries in the world to expand community health insurance to the national level. Rwanda's community-based health insurance, known locally as *Mutuelles*, is just one example of health policies and strategies that have succeeded because of the country's broad-based participatory approach. As part of Rwanda's decentralization policy, policymakers involve communities in identifying their own problems. Most policies and strategies are evidence-based, often starting as pilot initiatives that are scaled up if they show results. The rollout of the *Mutuelles* was prompted by the successes of pilot projects, which were then adapted to the demands of the national context.

The impressive expansion of health coverage, decentralization of services, and performance-based-financing in Rwanda has had a number of positive results. Since 1999 there has been a substantial reduction in healthcare costs and user fees and an increase in the use of healthcare services. In 2004, *Mutuelle* members were three times as likely to visit a doctor as uninsured people. In addition, since the beginning of the program, malaria and tuberculosis infection rates have decreased.<sup>13</sup>

The Comprehensive African Agriculture Development Program (CAADP) is another example of the effectiveness of local ownership in making gains in sustainable development. CAADP is a framework for coordinated, evidence-based investments in the agricultural sector—with the goal of significantly reducing chronic hunger, malnutrition, and poverty by stimulating broad-based economic growth in Africa. It is entirely African-led and African-owned. It represents African leaders' collective vision for agriculture in Africa. This ambitious and comprehensive vision for

agricultural reform in Africa aims for an average annual growth rate of 6 percent in agriculture by 2015.<sup>14</sup> To do so, African governments have committed to increasing public investments in agriculture to a minimum of 10 percent of their national budgets. Since CAADP's inception in 2003, development partners have worked together closely to support its processes and the development of its pillars. This collaborative effort has resulted in a significant harmonization of donor support for CAADP activities and investment programs. The New Partnership for Africa's Development (NEPAD), the Regional Economic Communities (RECs), and the African Union (AU), together with a number of individual donor and African governments, have worked to further harmonize support. The result is the formation of the CAADP Multi-Donor Trust Fund, designed to channel financial support to CAADP's work. Hosted at the World Bank, the Multi-Donor Trust Fund is a flexible yet systematic and efficient way to harmonize priorities, enable economies of scale, increase the efficiency and effectiveness of financial resources, and target specific gaps in financing, capacity, and technology. The fund complements other funding for CAADP priorities and facilitates partnerships and coalition-building among African institutions, partners, and donors.

As these examples illustrate, countries in Africa are already investing in country-led frameworks to combat poverty and hunger, and looking to the United States and the rest of the international community to keep their promises to boost agricultural productivity and security. The Fourth High-Level Forum in Busan presents an excellent opportunity to widen the aid effectiveness debate and prioritize questions of ownership, participation, and power in the global development agenda. Momentum is already being generated for improving global food security. In spite of the currently tight budget climate, the international community should not back off—rather, it should press forward to support country-led development initiatives.

## 5. Fragile States and Situations

Fragile and conflict-affected states present very specific challenges to aid effectiveness efforts as well as to other humanitarian and development needs. On July 29, 2011, the United Nations declared a state of famine in two southern regions of Somalia—meaning that at least 30 percent of the population suffered from acute malnutrition, at least 20 percent of households faced extreme food shortages, and there were at least two deaths per day for every 10,000 people. Four other regions met the criteria by early September.

Among the worst affected in Somalia's crisis are small farmers and agro-pastoralist families, who have no more stocks of cereals and cannot afford to purchase staple foods. History teaches us that food shortages may be triggered by drought, but drought conditions do not make famine

### CAADP Pillars

**Pillar 1:** Extend the area under sustainable land management

**Pillar 2:** Improve rural infrastructure and trade-related capacities for market access

**Pillar 3:** Increase food supply and reduce hunger

**Pillar 4:** Support agricultural research, technology dissemination and adoption

inevitable. Famine usually means a combination of drought, poverty, and, above all, conflict.

The impact of conflict on development is stark: not one low-income country affected by conflict has achieved a single MDG. Statistics show that children living in a country affected by conflict are twice as likely to be hungry and nearly three times as likely not to be attending school as children in a low-income country that is free of conflict.<sup>15</sup>

When the Paris Declaration was adopted in 2005, more than half of the world’s poor people lived in countries that were low-income but stable countries. In 2010, that figure had dropped to just 10 percent. The majority of the world’s poor people now live in middle-income and/or fragile states.<sup>16</sup> In light of this shift, the importance of promoting community stability and resilience—even in countries like Somalia—cannot be overemphasized.

The OECD defines fragile states as those failing to provide basic services to poor people because they are unwilling or unable to do so. In April 2007, donors from OECD countries committed to 10 Principles for Good International Engagement in Fragile States and Situations.<sup>17</sup> The principles go beyond development co-operation to consider other aspects of international support in these settings, including peace-building, state-building, security and peacekeeping, and whole-of-government approaches. They reflect a growing consensus that fragile states require responses that are different from those needed in better-performing, more stable countries. Through the Accra Agenda for Action, donors and partner countries committed to monitor the implementation of the fragile states principles

on a voluntary basis. In 2011, this monitoring was carried out through a dedicated Survey on Monitoring the Principles for Good International Engagement in Fragile States and Situations. In 12 of the 13 fragile states taking part, the survey was combined with the 2011 survey on the Paris Declaration. These countries include: Burundi, Central African Republic, Chad, Comoros, Democratic Republic of Congo, Guinea-Bissau, Haiti, Liberia, Sierra Leone, Somalia, South Sudan, Timor-Leste and Togo.

Aid is often deemed ineffective in fragile states—which presents a dilemma since so many poor people live in such states. Development cooperation in these settings demands differentiated strategies, tailored to each specific country to effectively respond to changing circumstances.

Fragile states and conflict affected countries undoubtedly need aid, but aid delivery should look very different here than in contexts with stable government institutions. New mechanisms are needed that recognize the spectrum of risk—from governments that are well-intentioned but face insecurity and weak institutions, to those that are more abusive. For example, community-driven approaches, such as working through local schools and clinics, have worked successfully for many years in even the most difficult environments. In most cases, they are able to operate in areas where other aid agencies cannot. A good example is the current situation in Somalia, where local women’s groups have managed to reach high-risk areas to provide food to starving communities.

The challenge for aid donors is to establish an overall approach and delivery mechanisms that meet the needs of fragile states in cost-effective ways; help strengthen and build

Figure 3 Progress on the Principles for Good International Engagement in Fragile States and Situations

<b>Broadly on-track</b>	6. Promote non-discrimination as a basis for inclusive and stable societies
<b>Partly on-track</b>	7. Align with local priorities in different ways in different contexts
<b>Partly off-track</b>	1. Take control as the starting point 3. Focus on state building as the central objective 4. Prioritize prevention 5. Recognize the links between political, security and development objectives
<b>Off-track</b>	2. Do no harm 8. Agree on practical co-ordination mechanisms between international actors 9. Act fast...but stay engaged long enough to give success a chance 10. Avoid pockets of exclusion

A survey of 13 countries shows that making progress on the Principles for Good International Engagement in Fragile States and Situations has been particularly challenging. The engagement of international stakeholders is assessed as being partly or fully off-track for eight out of the 10 principles.

Notes: Broadly on-track: Good progress in implementation of the Fragile States Principles. Partly on-track: Commitment and some progress in implementation. Partly off-track: Commitment but implementation is insufficient. Off-track: Limited commitment and poor to non-existent implementation.

Source: OECD

long-term institutions; encourage experimentation; can be adapted to respond quickly to experiences of both success and failure; and can be evaluated for results.

## U.S Government Reforms Towards Improving Aid Effectiveness

The U.S government has made great strides and continues to make key improvements in implementing the Paris and Accra agenda on aid effectiveness. Through ambitious policy changes, the United States is seeking to improve development outcomes on the ground through a more strategic focus, greater transparency, and better accountability for results.

### The President's Policy Directive

In September 2010, the White House unveiled the president's policy directive on development (PPD). The PPD calls for a stronger focus on sustainable development outcomes; a modern organizational structure that elevates development within foreign policy considerations and ensures greater development policy coherence across the range of U.S. government capabilities and instruments; and a new operational model that leverages U.S. leadership and makes it a more effective partner in support of development.

The release of the PPD was followed by the Quadrennial Diplomacy and Development Review (QDDR) in December 2010. The QDDR incorporated an emerging set of agency-level reforms launched last year by the new administrator of the U.S. Agency for International Development (USAID), Rajiv Shah.

### Evidence of Progress

#### Millennium Challenge Corporation

The Millennium Challenge Corporation (MCC), a U.S government agency established in 2004, was the first U.S. development program to use a country-led approach in its work with developing countries. MCC's approach to country-led development puts participating countries in the lead on both program development and implementation. Partner governments propose projects that reflect their needs. To receive MCC funding, governments are required to consult with key stakeholders in their country, including civil society groups, the private sector, and beneficiary communities.

Early signs of progress under the MCC compacts led the administration to incorporate a country-led approach into its newer Feed the Future initiative as well.

Some federal agencies have already started making needed structural or procedural changes to begin implementing the reforms announced in conjunction with the administration's reviews. For example, under the leadership of Administrator Shah, USAID has prioritized a package of improvements collectively called USAID Forward. Many components that support the key priorities of USAID Forward are now under way:

- An Office of Budget and Resource Management has been established, re-equipping the agency for some of the budget execution responsibilities that had been moved to the State Department under the last administration.
- A new Bureau for Policy, Planning and Learning has also now been set up, positioning USAID to become a more strategic and influential institution that benefits from research and lessons from the field. This bureau oversees the newly-established Country Development Cooperation Strategy process aimed at providing better focus and results at the country level.
- USAID's capacity to formulate new policies is being rebuilt and this is already yielding new agency-wide policies and strategies, such as an evaluation policy meant to revitalize and restore the integrity of analytical judgments about programs and projects.
- Stronger monitoring and transparency standards are being applied. The drive for greater transparency throughout foreign aid has resulted in the creation of a public website, the Foreign Assistance Dashboard, which synthesizes publicly available State Department and USAID budget and appropriation data on foreign assistance in a user-friendly and accessible way. This has been recognized as a good first step toward compiling this information for all U.S. foreign assistance.
- Innovation, science, and technology are priorities, leading the agency into new research partnerships and more creative efforts to invest in entrepreneurial and potentially catalytic efforts that depend on skilled management of risks.
- The agency-wide reforms also place a premium on a modernized approach to human resources that could enable more recruitment and that, among other aims, seeks to better leverage existing expertise—especially among Foreign Service employees who are nationals of the country where they work.
- Another priority is the reform of aid procurement and implementation processes. USAID Forward can help strengthen the agency internally and lead the president's global hunger and food security initiative, Feed the Future.<sup>18</sup>

## Feed the Future

In September 2009, President Obama launched the U.S. government's global food security initiative, Feed the Future. Its goals are: to boost food supplies through agricultural development; to increase access to food through more efficiently functioning markets, job growth, and higher incomes for poor people; to improve nutrition, especially among mothers and infants; and to build stronger food and agricultural systems and other institutions that can assure sustainable food security for years to come. This heightened commitment to agricultural development in 2009 was a welcome response to the global food price crisis of early 2008.

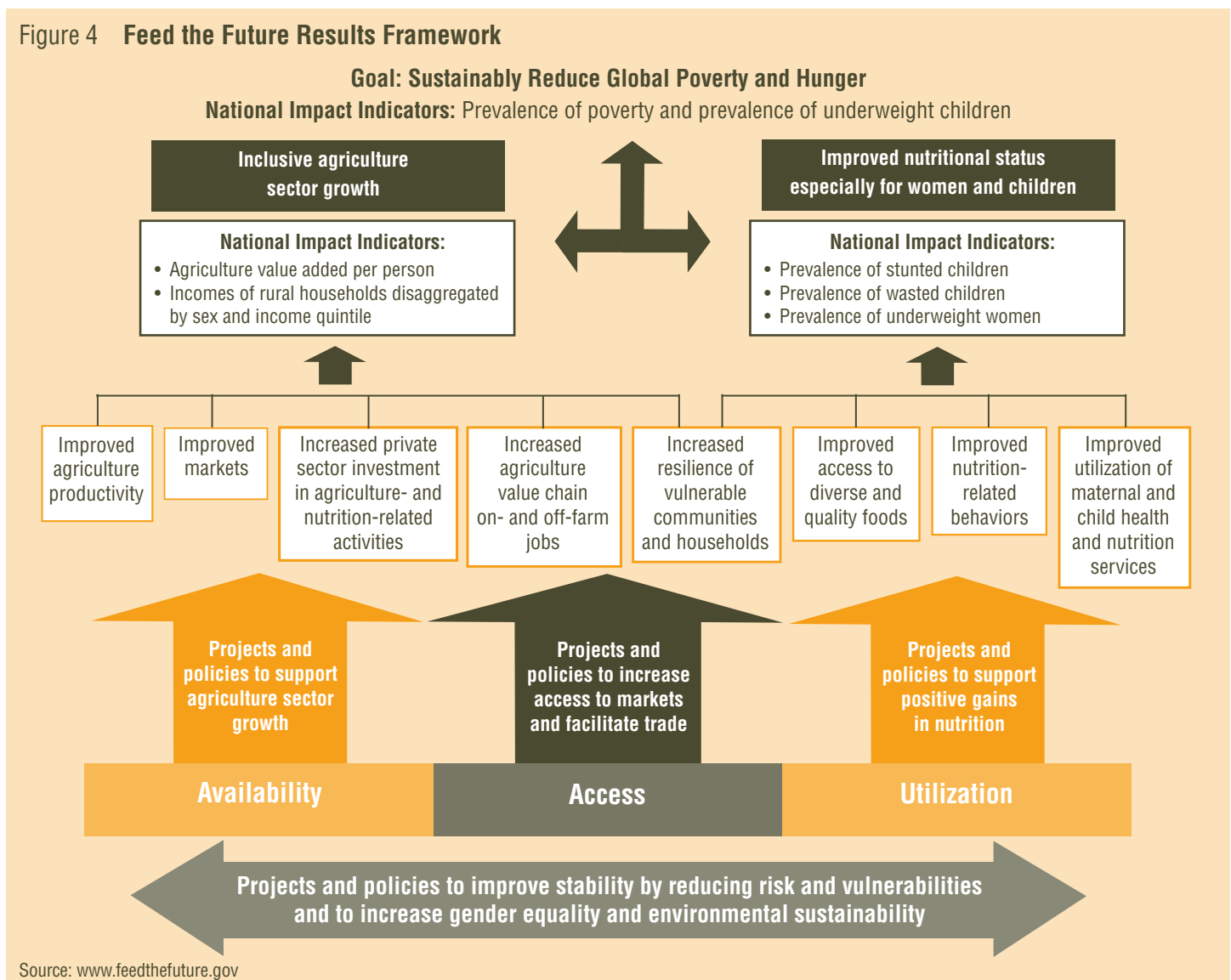
The Feed the Future is an innovative program that aims to put the aid effectiveness principles of Paris and Accra and the Rome Principles for effective assistance for food security that were endorsed at the World Food Summit in Rome in 2009 into action. The Rome principles include:

- *Invest in country-owned plans that support results-based programs and partnerships*, so that assistance is tailored to the

needs of individual countries through consultative processes and plans that are developed and led by country governments

- *Strengthen strategic coordination* to mobilize and align the resources of the diverse partners and stakeholders—including the private sector and civil society—that are needed to achieve common objectives
- *Ensure a comprehensive approach* that accelerates inclusive agriculture-led growth and improves nutrition, while also bridging humanitarian relief and sustainable development efforts
- *Leverage the benefits of multilateral institutions* so that priorities and approaches are aligned, investments are coordinated, and financial and technical assistance gaps are filled
- *Deliver on sustained and accountable commitments*, phasing in investments responsibly to ensure returns, using benchmarks and targets to measure progress toward shared goals, and holding ourselves and other stakeholders publicly accountable for achieving results<sup>19</sup>

Figure 4 Feed the Future Results Framework



## Feed the Future Focus Countries

**Africa:** Ethiopia, Ghana, Kenya, Liberia, Mali, Malawi, Mozambique, Rwanda, Senegal, Tanzania, Uganda, and Zambia

**Asia:** Bangladesh, Cambodia, Nepal, and Tajikistan

**Latin America:** Guatemala, Haiti, Honduras, and Nicaragua

## Feed the Future in Sub-Saharan Africa

The combined annual Gross Domestic Product (GDP) of the 12 African Feed the Future focus countries in 2009 was estimated to be about \$122 billion. Total net official development assistance (ODA) to these countries in 2009 was \$20 billion, of which an estimated \$1.1 billion, or 5.5 percent, was directed to agricultural development. While the global economic recession in 2009 brought GDP growth rates in sub-Saharan Africa down to 2 percent from the 5-7 percent rates of growth experienced from 2003-2008, recovery took hold in 2010. Many African countries have been able to move forward on the implementation of economic growth strategies that prioritized agricultural sector growth in line with commitments made when CAADP was endorsed by heads of state in 2003. Eleven of the 12 African focus countries have signed CAADP compacts and have committed to investing significant national public resources in agricultural development (although not all have reached the target of 10 percent of national budget expenditures) as well as to mobilizing additional resources both from private sources and other development partners. Most have developed national agricultural investment strategies or plans that provide a framework for the government, private investors, and development partners to align their resources for more effective action.

Five of the focus countries (Ghana, Mali, Mozambique, Senegal, and Tanzania) are also implementing Millennium Challenge Corporation (MCC) compacts; together, the compacts have a resource commitment of \$2.8 billion. MCC compacts, which aim to support economic growth in these countries, have confirmed the feasibility of achieving growth through agriculture. MCC funding also increases the resources available for activities that complement Feed the Future; \$1.6 billion of the total MCC funding is estimated to be directed to agriculture and rural development programs.

Source: The Partnership to Cut Hunger and Poverty in Africa

## Progress and Challenges in Feed the Future

- All Feed the Future countries have developed country-owned plans that can, potentially, support results-based programs and partnerships. However, there is great diversity among these plans. Some are very comprehensive, based on extensive consultations, and closely reviewed by the community of development partners. Others are more general, and not yet articulated at the level needed for implementation. Some are very clear in requesting development partners to provide resources through the public budget within the context of sector-wide approaches, while others are not.
- The U.S. government will need to sustain engagement with those responsible for national processes and develop ways to adapt its programs to evolving local conditions. In most countries, there are *formal mechanisms to strengthen strategic coordination* among bilateral donors, international development agencies, and relevant government entities. While joint funding mechanisms provide the most robust mechanism for strategic coordination, few of the Feed the Future programs envision participating substantially in such mechanisms. However, “development assistance groups” and related thematic working groups on agriculture, nutrition, food security, and private sector development provide opportunities for U.S. technical personnel to exchange information on their programs, to coordinate independently-managed (or parallel) projects, and, in some cases, to pool resources for collective action in ways that support strategic coordination (e.g., for supporting the coordination mechanisms themselves).
- Most countries—as evidenced in the initial strategic plans prepared for Feed the Future—are still struggling to *ensure a comprehensive approach* that accelerates inclusive and sustainable agricultural-led growth while improving maternal and child nutrition in the country. In general, strategic planning for nutrition remains more closely allied with planning for health than for agriculture, although many countries are making greater efforts to adopt a “food security” focus and link nutrition with programming in both sectors.
- Ethiopia’s Productive Safety Net Program provides the richest base of U.S. government experience to date. Feed the Future plans indicates that USAID will continue to build on this community-based approach, programming substantial quantities of food aid to meet the immediate needs of chronically poor households and individuals and providing a key resource for agricultural development. The Feed the Future Multi-Year Strategy for Ethiopia attempts to take a medium-term approach to forging agriculture/nutrition linkages, emphasizing expanded commercial production in high-

potential zones that will also address the food needs of people in less-favored agricultural zones.

- Feed the Future programming through fiscal year 2010 improves on the U.S. commitments announced in fiscal year 2009 by focusing in concrete ways on transformative, inclusive agricultural development in sub-Saharan Africa. However, projected budget numbers for fiscal year 2012 provide significant cause for concern, because both Congress and the administration appear headed toward an agreement to reduce this funding below the levels in the administration's initial request.
- With diminished resource levels, the U.S. government's capacity to work with African and G-8 partners to "*deliver on sustained and accountable commitments*, phasing-in investments responsibly to ensure returns, using benchmarks and targets to measure progress toward shared goals, and holding itself and other stakeholders publicly accountable for achieving results" may be reduced. These capacities are critical to achieving the outcomes needed for a more food-secure future.



UN Photo

## The Global Health Initiative

Through the Global Health Initiative (GHI), the United States is investing \$63 billion over six years to help partner countries improve health outcomes through strengthened health systems. A particular focus is on bolstering the health of women, newborns, and young children by combating infectious diseases and providing high-quality health services. GHI aims to maximize the sustainable health impact of every dollar the United States invests.

### How GHI Works:

- Serves as a whole-of-government umbrella to coordinate U.S. government global health efforts
- Seeks to create greater country-level capacity to manage and operate programs
- Builds upon existing plans and programs rather than duplicating efforts
- Enables greater coordination among U.S. government programs and country, donor, and civil society efforts in partner countries
- Uses existing negotiated agreements as a basis for future collaboration
- Emphasizes strengthening health systems as a component of disease- and issue-specific programs

### Accelerating Impact—GHI Plus:

GHI is launching an intensified effort in a subset of up to 20 "GHI Plus" countries. These countries, which provide significant opportunities for impact, evaluation, and partnership with governments, will receive additional technical, management, and financial resources to accelerate the im-

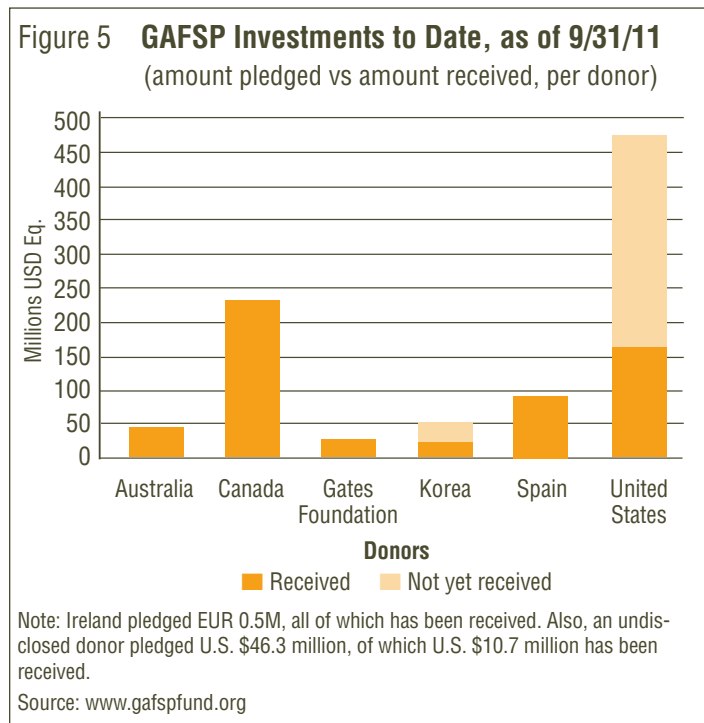
plementation of GHI's innovative approach. The approach includes integrated programmatic interventions and investments across sectors (such as infectious disease, maternal and child health, nutrition, family planning, and health systems activities). GHI Plus countries will provide opportunities to learn how to build on existing platforms and the best uses of programmatic inputs to deliver results. They will work in close collaboration with partner governments, a range of U.S. government agencies, and global partners. Robust monitoring and evaluation will be central, and the lessons learned will be shared with other GHI countries to inform future decision-making and ensure programmatic accountability. These activities will be carried out in close collaboration and coordination with country governments, local civil society, international organizations, and other donors.<sup>20</sup>

## The Global Agriculture and Food Security Program (GAFSP)

GAFSP was established in April 2010, following commitments to support global food security made by leaders at the G-8 summit in L'Aquila, Italy, in 2009. This fund, a multilateral mechanism with a small secretariat at the World Bank, has received nearly \$1 billion in pledges from six donors: the United States, Spain, Ireland, Korea, the Bill & Melinda Gates Foundation, Canada, and Australia.

This Fund aims to help solve the problem of underfunding for country and regional agriculture and food security strategic investment plans. These plans are already being developed by countries and regional initiatives such as CAADP, in consultation with donors as well as local stakeholders. Multilateral initiatives such as GAFSP can channel funds through country-led efforts such as CAADP, and can play a critical role by establishing more predictable streams of assistance for development goals, particularly those to help meet MDG 1, cutting hunger and extreme poverty in half by 2015.

GAFSP currently has active investments in Bangladesh, Cambodia, Ethiopia, Haiti, Liberia, Mongolia, Nepal, Niger, Rwanda, Sierra Leone, Tajikistan, and Togo. Its investments focus on five areas: raising agricultural productivity; linking farmers to markets; reducing risk and vulnerability; improving non-farm rural livelihoods; and providing technical assistance, institution building, and capacity building.



### Benefits of GAFSP's Unique Structure

GAFSP has adopted the Rome Principles for sustainable global food security into its governance structure, planning, and implementation procedures. All GAFSP funds support country-led agricultural development strategies. In Africa, the fund specifically supports countries that have advanced their programs through the CAADP process. Official contributions and pledges to the fund have been able to leverage additional commitments, including from non-DAC donors such as Korea and the Bill & Melinda Gates Foundation.<sup>21</sup> GAFSP's flexibility allows donors, large and small, to maximize their collective impact in line with the Paris and Accra principles and to contribute to achieving the MDGs. U.S. participation in GAFSP aims to leverage the benefits of multilateral institutions while supporting countries' own strategic leadership. Proposals from Feed the Future focus countries have so far drawn heavily on CAADP compact-related national agricultural investment plans. This convergence helps to assure that sector priorities and approaches are aligned, investments are coordinated, and financial and technical assistance gaps are filled.

- By focusing on smallholder farmers and agricultural productivity, GAFSP helps foster broad-based economic growth. GAFSP focuses on reducing poverty through

agricultural sector growth, which has proven to benefit poor people more than growth in any other economic sector—in fact, research shows that it provides two to four times as much benefit.<sup>22</sup> By focusing on agriculture, GAFSP helps to empower women, who are vulnerable to food insecurity despite being primary actors in the food chain in most developing countries. In turn, as women's incomes grow, they are able to reinvest their earnings in their families—meaning better nutrition, better health, and better education for children, thereby helping to reduce poverty in communities as a whole.

- By prioritizing assistance for countries with the greatest need and a proven commitment to making progress on food security, GAFSP drives funding to where it is most likely to yield meaningful results, thereby promoting the effective use of aid funds.
- By combining donor resources, GAFSP improves coordination and efficiency as agreed in the Paris Declaration for Aid Effectiveness.

### Conclusion

This is a critical moment. As the global community pushes on toward the 2015 deadline to achieve the MDGs, the United States must play an active role that helps forge a framework for aid effectiveness that reflects today's realities.

With encouraging key policy reforms underway, as discussed above, the U.S. government now stands in a good position to galvanize support internationally for tangible steps that will increase the effectiveness of development aid. The upcoming High-Level Forum on Aid Effectiveness in Busan and the U.S. role as host of the 2012 G-8 summit present opportunities for this strong leadership.

The United States should:

- Continue to elevate and maintain development as a national priority, in the face of a range of competing international and domestic agendas—to ensure that development aid is more predictable in the medium-term and that allocation decisions favor efficiency and reduce fragmentation.
- Make a final push for a revitalized global effort to achieve the MDGs and focus on the need for global public goods. Recognize that the world's poorest and most fragile states need security and capacity, and that working with them means being willing to adapt modalities and take risks.
- Lead the efforts to accelerate poverty reduction and growth in developing countries by encouraging the international community to fund capacity-building within countries. Progress in implementing existing commitments on aid effectiveness has been challenging due to inadequate technical capacities at the country level and donors' unwillingness to use existing country systems.

- Support a broad partnership that includes emerging economies as well as private actors and nongovernmental organizations, and is based on clear and transparent communication.
- Continue to push for a focus on development outcomes and measurable results that are reported and readily accessible to the public.

## Appendix: 2011 Monitoring Survey on the Paris Declaration

Paris Indicator	2010 Actual	2010 Target <sup>d</sup>	Status
<b>1 Operational Development Strategies</b> % of countries having a national development strategy rated “A” or “B” on a five-point scale <sup>a</sup>	37% (of 76)	75%	Not met
<b>2a Reliable public financial management (PFM) systems</b> % of countries moving up at least one measure on the PFM/CPIA scale since 2005 <sup>a</sup>	38% (of 52)	50%	Not met
<b>2b Reliable procurement systems</b> % of countries moving up at least one measure on the four-point scale since 2005	--	No Target <sup>c</sup>	--
<b>3 Aid flows are aligned on national priorities</b> % of aid for the government sector reported on the government’s budget <sup>a</sup>	41%	85%	Not met
<b>4 Strengthen capacity by co-ordinated support</b> % of technical co-operation implemented through co-ordinated programs consistent with national development strategies <sup>a</sup>	57%	50%	Met
<b>5a Use of country PFM systems</b> % of aid for the government sector using partner countries’ PFM systems <sup>b</sup>			Not met
<b>5b Use of country procurement systems</b> % of aid for the government sector using partner countries’ procurement systems	44%	No Target <sup>c</sup>	---
<b>6 Strengthen capacity by avoiding parallel PIUs</b> Total number of parallel project implementation units (PIUs) <sup>b</sup>	1 158	565	Not met
<b>7 Aid is more predictable</b> % of aid for the government sector disbursed within the fiscal year for which it was scheduled and recorded in government accounting systems <sup>b</sup>	43%	71%	Not met
<b>8 Aid is untied</b> % of aid that is fully untied <sup>a</sup>	86%	More than 89%	Not met
<b>9 Use of common arrangements or procedures</b> % of aid provided in the context of program-based approaches <sup>a</sup>	45%	66%	Not met
<b>10a Joint missions</b> % of donor missions to the field undertaken jointly <sup>a</sup>	19%	40%	Not met
<b>10b Joint country analytic work</b> % of country analytic work undertaken jointly <sup>a</sup>	44%	66%	Not met
<b>11 Results-oriented frameworks</b> % of countries with transparent and monitorable performance assessment frameworks <sup>a</sup>	20% (of 44)	36%	Not met
<b>12 Mutual accountability</b> % of countries with mutual assessment reviews in place <sup>a</sup>	38%	100%	Not met

### Notes:

a. Assessment against 2010 target uses data for all 78 countries participating in 2011 for which data were available. Where data are available for only a subset of these countries, the sample size is indicated in brackets.

b. Assessment against 2010 target uses data for the 32 countries participating in both the 2006 and 2011 Surveys, as the indicator target is formulated in relation to the 2005 baseline. Targets may differ from those published in previous years as baselines have been recalculated, omitting data from two countries (Nicaragua and Yemen) which formed part of the original panel of 34 countries participating in 2006, but which did not participate in 2011.

c. No targets are presented for indicators 2b (reliable procurement systems) and 5b (use of country procurement systems) as the sample of countries for whom data on the quality of systems are available is too small to allow for meaningful analysis.

d. The targets shown may differ from indicative targets published in previous years as a result of adjustments to historical data (e.g. indicator 8, where final data on tying led to adjustments to the underlying datasets after publication of reports on the previous surveys). The target for indicator 5a (use of country PFM systems) has been computed to consider the 2010 scores on the quality of PFM systems (indicator 2a), consistent with the approach agreed in the Paris Declaration.

## Endnotes

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