Chapter 3

Organisation and Management

DAC member countries face a range of organisational challenges. They ask, for example:

– To what extent should the ministry of foreign affairs be involved in managing aid?

– How do we involve a sufficiently senior and publicly accountable figure at the political level?

– How is the distribution of responsibilities among various institutions best managed?

– How do we manage representation in partner countries and decentralise responsibilities?

Organisational structures

Organisational structures for managing aid in each DAC member country are unique and dynamic. The Irish Constitution, for example, sets a limit on the number of ministers in government. This means that Ireland might not be able to appoint a minister and set up a department for development co-operation because there are insufficient ministerial "slots". In other countries, broad public sector agendas influence roles and responsibilities. In Sweden, ministries are small and highly focused, and policies are implemented by semi-autonomous agencies which receive annual letters of instruction from government. This explains why the Swedish International Development Co-operation Agency (Sida) is separate from the Ministry of Foreign Affairs.

Similarly, public sector management practices, such as results-based management, can have a profound impact on aid programmes. Canada's focus on public service outcomes, for example, affects not only the allocation of aid resources to countries and sectors; the Treasury Board also requires management performance reports on government policies, directives and standards. Understanding the development co-operation system in any particular country requires an awareness of these influences. The national context may constrain countries' flexibility to adapt and, thus, affect the pace and extent of implementation of the Paris Declaration and the Accra Agenda for Action. Systemic transformations are, nevertheless, taking place.

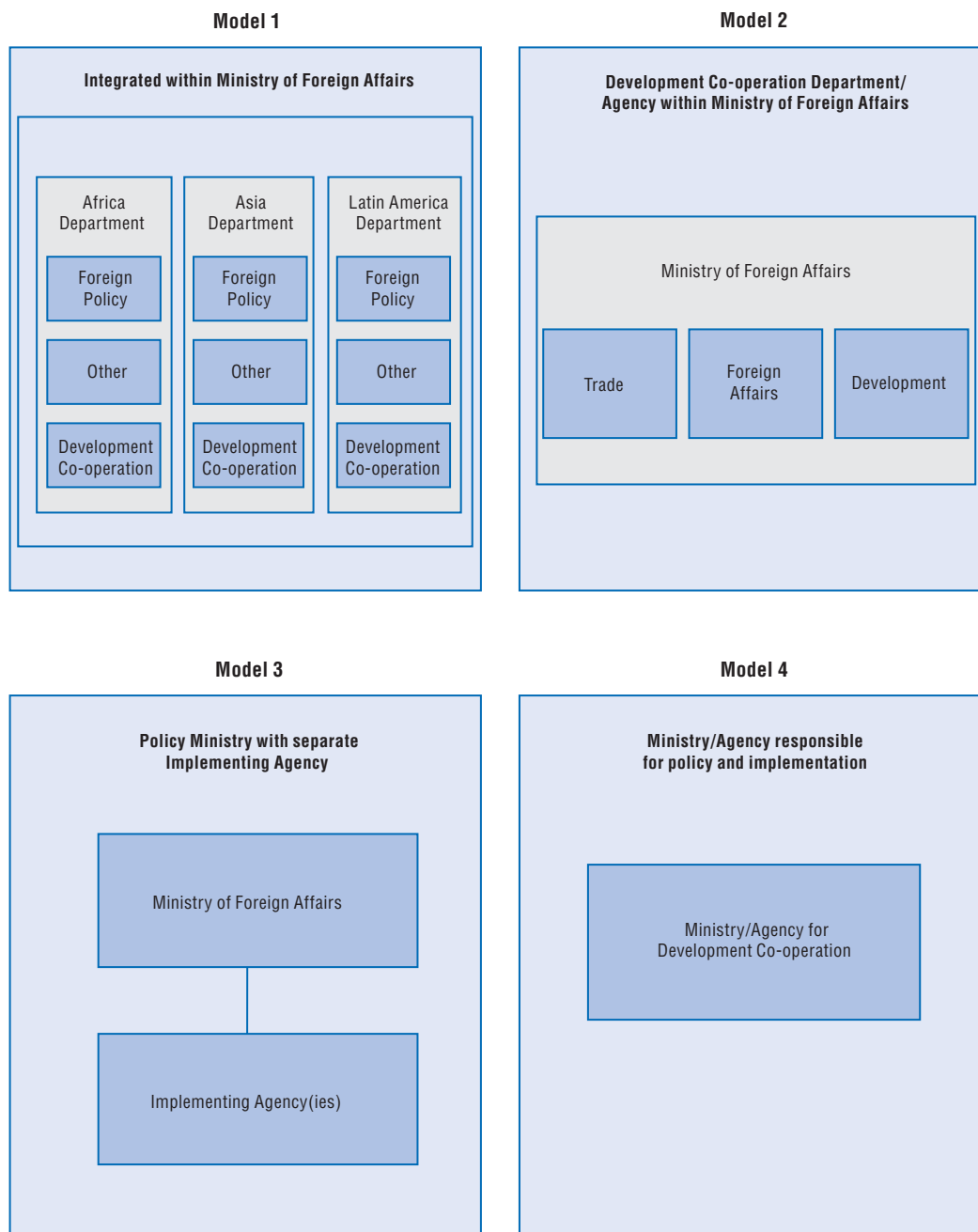## Development co-operation systems in DAC member countries

Development co-operation, as part of foreign policy, comes under ministries of foreign affairs to some degree in all DAC member countries. There are four main organisational models:

1. The ministry of foreign affairs takes the lead and is responsible for policy and implementation.

2. A development co-operation directorate or agency within the ministry of foreign affairs leads and is responsible for policy and implementation.

3. A ministry has overall responsibility for policy and a separate executing agency is responsible for implementation.

4. A ministry or agency, other than the ministry of foreign affairs, is responsible for both policy and implementation.

Figure 3.1 and Box 3.1 show the diversity of organisational structures for development co-operation in DAC member countries.[1] The profiles of DAC member countries in Annex A explain how each organises aid in more detail.

Representation in partner countries

The ambassador and other diplomats play an important role in linking development programmes and broader foreign relations in partner countries. The ambassador, or head

Figure 3.1. **Examples of organisational structures for managing aid**

Model 1

Integrated within Ministry of Foreign Affairs

Africa Department	Asia Department	Latin America Department
Foreign Policy	Foreign Policy	Foreign Policy
Other	Other	Other
Development Co-operation	Development Co-operation	Development Co-operation

Model 2

Development Co-operation Department/ Agency within Ministry of Foreign Affairs

Ministry of Foreign Affairs

Trade	Foreign Affairs	Development

Model 3

Policy Ministry with separate Implementing Agency

Ministry of Foreign Affairs

Implementing Agency(ies)

Model 4

Ministry/Agency responsible for policy and implementation

Ministry/Agency for Development Co-operation

Source: OECD, (1999), A Comparison of Management Systems for Development Co-operation in OECD/DAC Members, OECD, Paris.

of mission, represents the donor country at the highest level and can influence decisions important for achieving development goals, such as upholding democratic practices, and promoting good governance and respect for human rights. In many countries, ambassadors help formulate assistance strategies and may need to endorse them before implementation. Some ambassadors, or heads of mission, also have funds at their disposal to support small development projects. Therefore, diplomats posted to developing countries should have a good grounding in development issues.

Box 3.1. **Development co-operation models in DAC member countries**

Model 1: Development co-operation is an integral part of the ministry of foreign affairs which is responsible for policy and implementation.

Denmark: Danish foreign assistance is managed by the South Group in the Ministry of Foreign Affairs.

Norway: Development policy and foreign policy are now fully integrated within the Ministry of Foreign Affairs (MFA). Norad has been made a technical directorate responsible to the MFA.

Model 2: A Development Co-operation Directorate has the lead role within the ministry of foreign affairs and is responsible for policy and implementation.

Finland: Finnish foreign assistance is managed by the Department for Development Policy in the Ministry for Foreign Affairs.

Greece: The Hellenic International Development Co-operation Department (Hellenic Aid) within the Ministry of Foreign Affairs has a central and co-ordinating role in relation to Greece's bilateral foreign assistance, which is implemented through 12 other ministries and government agencies.

Ireland: Irish foreign assistance is mostly managed by the Development Co-operation Directorate (DCD), also called Irish Aid, in the Department of Foreign Affairs.

Italy: Among the various ministries and local government bodies providing foreign assistance, the Directorate-General for Development Co-operation in the Ministry of Foreign Affairs plays a leading role in the bilateral programme.

Netherlands: Dutch foreign assistance is managed by the Directorate-General for International Co-operation in the Ministry of Foreign Affairs.

New Zealand: The New Zealand Agency for International Development (NZAID) is a semi-autonomous body within the Ministry of Foreign Affairs and Trade.

Switzerland: Most Swiss foreign development and humanitarian aid is the responsibility of the Swiss Agency for Development and Co-operation (SDC) which is part of the Ministry of Foreign Affairs (MFA). Economic Aid and Aid for Trade is conducted by the State Secretariat for Economic Affairs while the Political Division IV of the MFA handles conflict prevention and resolution.

Model 3: A ministry has overall responsibility for policy and a separate executing agency is responsible for implementation.

Austria: The Department for Development Co-operation and Co-operation with Eastern Europe of the Foreign Ministry has overall responsibility for Austrian foreign assistance. Bilateral projects are implemented by the Austrian Development Agency.

Belgium: The Directorate-General for Development Co-operation of the Federal Department of Foreign Affairs, Foreign Trade and Development Co-operation has overall responsibility for Belgian federal foreign assistance. Activities are implemented by the Belgian Technical Co-operation organisation. A specific feature of Belgium's programme is the active but separate engagements by the Flemish and Walloon regional governments.

Box 3.1. **Development co-operation models in DAC member countries** (cont.)

France: The main actors in the French system of foreign assistance are the Directorate-General for International Co-operation and Development in the Ministry of Foreign Affairs and the Treasury in the Ministry of Economic Affairs, Finance and Industry. The French Development Agency (AFD) is the principal executing agency for France's bilateral activities.

Germany: The Ministry of Economic Co-operation and Development (BMZ) has overall responsibility for Germany's development cooperation. It is separate from the Federal Foreign Office and reports to Parliament through a cabinet minister, the Federal Minister for Economic Co-operation and Development. Development policy is implemented through different agencies including: the KfW Development Bank and its subsidiary, the German Investment and Development Corporation for financial co-operation; the Deutsche Gesellschaft für Technische Zusammenarbeit/German technical co-operation (GTZ) commissioned to implement German technical co-operation programmes, Internationale Weiterbildung und Entwicklung gemeinnützige (GmbH)/Capacity Building International (InWEnt)* for human resource development and training; and the German Development Service for volunteer' development workers. Among other things, the Federal Foreign Office is in charge of humanitarian assistance.

Japan: The International Co-operation Bureau in the Ministry of Foreign Affairs plays a central role but various government entities deliver Japanese foreign assistance, most notably the Japanese International Co-operation Agency (JICA).

Luxembourg: The Ministry of Foreign Affairs has overall responsibility for Luxembourg's foreign assistance, which is delivered through Lux-Development, a separate executing agency.

Portugal: Foreign assistance is implemented by nearly 20 government ministries and agencies, and over 300 municipalities. The Ministry of Foreign Affairs has overall responsibility for Portuguese foreign assistance, with its Institute for Portuguese Development Support playing a co-ordinating role.

Spain: The State Secretariat for International Co-operation and Latin America within the Ministry of Foreign Affairs, and its executing agency the Spanish Agency for International Co-operation (AECI), are key players in Spain's foreign assistance system, which also includes the Ministry of Economy and various autonomous regions and municipalities.

Sweden: The Global Development Department of the Ministry of Foreign Affairs has overall responsibility for Swedish foreign assistance, which is delivered through the Swedish International Development Co-operation Agency (Sida).

United States: In addition to USAID, United States' foreign assistance is delivered by a range of other federal institutions including the Department of State, the Department of the Treasury, the Department of Health and Human Services, the Millennium Challenge Corporation and the Peace Corps. The Secretary of State is responsible at the cabinet level for the activities of the Department of State and USAID and chairs the Millennium Challenge Corporation's Board of Directors.

Box 3.1. **Development co-operation models in DAC member countries** *(cont.)*

Model 4: A ministry or agency, which is not the ministry of foreign affairs, is responsible for both policy and implementation.

Australia: The Australian Agency for International Development (AusAID) is an administratively autonomous agency within the portfolio of the Ministry for Foreign Affairs and Trade.

Canada: The Canadian International Development Agency (CIDA) reports to Parliament through the Minister for International Co-operation.

United Kingdom: The Department for International Development (DFID) reports to Parliament through the Secretary of State for International Development.

* InWEnt was established in 2002 through the merger of the Carl Duisberg Society and the German Foundation for International Development.

Where development agencies cannot post staff in-country, programme management may be the responsibility of a diplomat or locally recruited representative already stationed at the embassy. Several donors have set up regional offices that oversee foreign assistance programmes in countries in the same region.

Leadership

"Task a sufficiently senior and publicly accountable figure with clear responsibility at the political level for the delivery of effective development co-operation." (Lesson 5)

Irrespective of organisational structure, leadership of development assistance tends to depend on the political priority given to development. In the United Kingdom, for example, the cabinet-level Secretary of State, assisted by three ministers, heads DFID and is responsible for government policy and delivery of aid. In several donor countries, such as in Denmark and the Netherlands, separate cabinet-level ministers for foreign affairs and development co-operation integrate functions within the ministry of foreign affairs and provide links to other cabinet ministers.

The national political environment explains the wide variety of ministerial arrangements for development co-operation in DAC member countries. In Finland, Norway, and Luxembourg, for example, ministers for development co-operation have responsibilities that also include foreign, trade, environment or defence. In addition, other ministers may be responsible for certain aspects of development co-operation. For example, ministers of economy or finance may be responsible for contributions to the World Bank and the International Monetary Fund. In countries that do not have a ministry for development the ministry for foreign affairs usually has high-level responsibility for development co-operation, often led by a minister or secretary of state, although the variations are significant.

Evolution of aid management structures

Structures to manage aid are dynamic and evolve over time. For example, countries amalgamate previously separate bodies, create new entities, or re-organise development agencies. These adjustments may be prompted by a change of government or leadership within the ministry of foreign affairs, by a decision to increase foreign assistance, to

strengthen the coherence of bilateral aid at partner country level, or to centralise control to focus on results. New policies or decisions to comply with international agreements can also stimulate changes in national structures.

In Norway, for example, Norad's status has changed several times over the years. Originally established as a separate implementing agency, Norad became a technical directorate responsible to the ministry of foreign affairs. Ireland reinforced the existing structure, while New Zealand established a new development agency as a semi-autonomous body in the Ministry of Foreign Affairs and Trade. The United States established an independent government corporation in addition to USAID, the Millennium Challenge Corporation. This drew staff from other government agencies, the private sector, universities, international development agencies as well as non-government organisations.

The Paris Declaration on Aid Effectiveness has prompted several DAC member countries to shift decision-making in bilateral aid programmes to offices in partner countries. Translating the principles of the Paris Declaration into new procedures and directives, as well as providing appropriate guidance for local representation, is an ongoing process for all donors.

Decentralisation

"The decentralisation of responsibility to the field level can be beneficial, but it needs high-quality, lean supporting systems." (Lesson 8)

Although the policies of almost all DAC members commit them to decentralising authority, the degree of decentralisation varies considerably from country to country. Delegated authority for making financial commitments and disbursements ranges from none to unlimited. The distribution of staff between headquarters and the field also varies widely, as does the licence to formulate and approve strategies, programmes and projects (OECD, 2009a).

The variation in the degree of decentralisation is due to many factors: political will, the previous degree of centralisation, the complexity of management (the number of ministries and implementing agencies involved), the volume of aid and the number of main partner countries.

But, despite the variation, all members face three main challenges when decentralising:

1. clearly defining roles and responsibilities between headquarters and field offices;

2. adapting management systems; and

3. securing human and financial resources.

Although country offices do participate in monitoring, contracting and financial management, there is still a need to improve co-ordination and communication between headquarters and partners at all levels.[3] Other challenges are to adapt financial management systems and plan the development of human resources to meet the needs of the partner country, to define roles and responsibilities in a devolved environment and to find the right balance between a respect for local autonomy and the implementation of development policy. To uphold a certain degree of autonomy while ensuring that strategies and programmes are implemented in a consistent manner, Canada, Denmark, the Netherlands, the United Kingdom and the United States have strengthened, or are

> ### *Australia's decentralisation scheme*
>
> *Decentralisation in Australia is supported by a clear strategic vision, a detailed transition plan, a new corporate framework and appropriate human resources. AusAID Director General's 2010 Blueprint[2] gives impetus to the process.*
>
> *Devolution appears to be going well in Vanuatu and Indonesia. The roles and responsibilities of headquarters and country offices are well defined and the field offices enjoy some financial authority (up to AUD 3 million). The benefits are evident in the way in which aid is delivered and the Paris principles are implemented: more field staff have been empowered, partnerships with local populations have been strengthened and implementation of aid programmes is more flexible. AusAID plans to dedicate more financial and human resources, and experts to field activities, to both its country and regional programmes.*

strengthening, quality assurance and focusing on results. Whatever their form, reporting systems should not overload partner countries or be conducted at the expense of other important tasks, such as monitoring and evaluation.

Co-ordination in aid systems

"Rationalise bilateral aid structures to facilitate coherent action at country level." (Lesson 6)

All bilateral institutions responsible for ODA are considered to be part of a national aid system. Defined in this way, large national aid systems may include as many as 30 different official development partners. This dispersion of responsibilities is an important challenge in managing aid.

In line with their commitments to aid effectiveness, several DAC members are either consolidating elements of their national system, or are studying the option of doing so. Current thinking in development suggests that integrating departments and agencies under one strategic umbrella is likely to foster complementary relationships and synergies. The DAC favours approaches which bring together all forms of assistance at country level, such as a single system for dealing with loans, grants and technical co-operation, and global funds. DAC members are also making greater efforts to link government, other development groups (think tanks, universities, foundations, NGOs) and sub-national authorities (regions, districts and municipalities). Closer ties will maximise the comparative advantages of different actors and avoid duplicating efforts.

Co-ordinating development issues among agencies may be complicated when some have aims other than promoting development, when the ministries being co-ordinated are large and politically powerful, and when co-ordinating across national, regional and local government. A number of large development agencies have established semi-permanent inter-departmental committees to co-ordinate activities, for example the United States. Importantly, ministries responsible for co-ordinating the activities of other ministries, need to have the authority to do so.

Inter-agency co-ordination on aid effectiveness in the United States

The Policy Co-ordination Committees (PCC), established under the National Security Council[4] are the day-to-day fora for inter-agency co-ordination. In 2007, PCC agendas included aid effectiveness for the first time, and led to the formation of an Inter-Agency Working Group on Aid Effectiveness, subsequently re-named the Sub-Policy Co-ordination Committee (Sub-PCC) on Aid Effectiveness. Committee members include representatives of major agencies managing US foreign assistance and trade.

The Sub-PCC on Aid Effectiveness has two major purposes: to improve internal US Government co-ordination at headquarters and in partner countries, and to co-ordinate US whole-of-government policy positions in international aid effectiveness. The Sub-PCC has approved and put in place an Inter-Agency Aid Effectiveness Action Plan *and established US whole-of-government positions on aid effectiveness for the 2007 and 2008 G8 summits, the High Level Seminars of the Development Co-operation Forum, the Third High Level Forum on Aid Effectiveness and the Financing for Development +5 Review.*

An alternative approach to making managing aid more efficient is to bring together ODA instruments, as Japan has done.

Institutional consolidation in Japan

Japan's historically fragmented approach to ODA (loans, grants, technical co-operation administered by separate bodies) underwent a substantial change in 2006. The reform created a top-level, cross-ministerial body, the Overseas Economic Co-operation Council (OECC), chaired by the Prime Minister, to deliberate on important development matters. The bilateral and multilateral aid responsibilities of the Ministry of Foreign Affairs were merged into one bureau, while the ODA loan function of the Japan Bank for International Co-operation and a part of the grant aid function of the Ministry of Foreign Affairs were merged into the Japan International Co-operation Agency (JICA). The immediate result of this consolidation is a more strategic and integrated national approach which is likely to strengthen the effectiveness of the Japanese system in delivering the national policies determined by the OECC.

Inter-agency collaboration in the field is easier if the different agencies are linked, either formally or informally. Australia and Canada have adopted "whole-of-government approaches" in fragile and conflict situations, bringing defence, diplomacy, development and sometimes other departments together. Germany has introduced the concept of the country team and increasingly puts all its implementing agencies under one roof in a German House.

Forging links with non-government entities

In addition to strengthening inter-agency co-ordination, DAC member countries are boosting efforts to bring national government and other development groups together around national objectives. Canada, for example, solicits the views of academic institutions, civil society leaders, the private sector and international development experts

from around the world during its International Co-operation Days, and academic institutions, NGOs and citizens across the country are consulted on a range of foreign policy issues through on-line discussions. In Spain, ministries, NGOs, experts, trade unions, business associations, emigrant associations, autonomous communities and local administrations worked together in 2006 to produce a *Consensus on Co-development*.

While civil society organisations bring considerable development knowledge and experience, they also add to the number of aid partners. Maximising their comparative advantages and, at the same time co-ordinating activities so as not to overload partner country systems, is a major challenge. The preparatory process leading to the September 2008 Third High Level Forum on Aid Effectiveness in Accra, Ghana, is a good example of engaging civil society organisations in international discussions on the international aid effectiveness agenda.

Facilitating informal communication

Informal communication complements co-ordination mechanisms. Most DAC member agencies now widely use e-mail, video-conferencing and intranets to communicate across government, and between staff in different donor agencies in the field and in headquarters. Training courses, workshops and regular meetings of ambassadors and/or agency heads improve communication too. In the Netherlands, country teams play a key role in ensuring smooth communications between headquarters and embassies. Every year, Belgium organises regional roundtables for development co-operation staff, diplomats and NGOs to exchange views and seek synergies.

Notes

1. No table can fully capture the subtleties of, for example, the role of government-wide co-ordination systems, or the extent to which agencies – whose main business is delivery – in fact also contribute significantly to policy.

2. Although the Blueprint contains no specific, measurable indicators and targets, the document has been instrumental in guiding the reform of AusAID's institutional structure and management processes.

3. In addition to the survey of DAC member countries and to DAC Peer Reviews, the following comments are based on a recent study conducted on behalf of the DAC on the processes of decentralisation underway to implement the aid effectiveness agenda.

4. The National Security Act of 1947, as amended, established the National Security Council to advise the President with respect to the integration of domestic, foreign, and military policies relating to national security. The National Security Council system is a process to co-ordinate executive departments and agencies in the effective development and implementation of national security policies.

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Acronyms

AECI*	Spanish Agency for International Co-operation
ALNAP	Active Learning Network for Accountability and Practice in Humanitarian Action
AMC	Advanced Market Commitment
APEC	Asia Pacific Economic Co-operation
AusAID	Australian Agency for International Development
BMZ*	Ministry for Economic Co-operation and Development (Germany)
CERF	Central Emergency Response Fund
CICID*	Inter Ministerial Committee for International Co-operation and Development (France)
CIDA	Canadian International Development Agency
DAC	Development Assistance Committee
DEReC	DAC Evaluation Resource Centre
DFID	Department for International Development (United Kingdom)
DRR	Disaster risk reduction
EC	European Commission
ECHO	European Commission Humanitarian Office
EDF	European Development Fund
GHD	Good Humanitarian Donorship
GTZ*	(German) Agency for Technical Co-operation
JICA	Japan International Co-operation Agency
MAPS	Multi-annual programme schemes (Ireland)
MCA	Millennium Challenge Account (United States)
MCC	Millennium Challenge Corporation (United States)
MDG	Millennium Development Goal
NGOs	Non-government organisations
NZAID	New Zealand Agency for International Development
ODA	Official development assistance
ODE	Office of Development Effectiveness (Australia)
OECC	Overseas Economic Co-operation Council
PCU	Policy Coherence Unit
PRISM	Performance Reporting Information System for Management
RBM	Results-based management
SADEV	Swedish Agency for Development Evaluation

* Denotes acronym in original language.