



# Donor Coordination

An Additional Help Document for ADS Chapter 200

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## I. Background/Overview

The international aid community and development cooperation landscape have changed dramatically since the early 2000s and the share of official development assistance has diminished considerably relative to flows from private sources such as companies, philanthropies, and other non-traditional partners. Developing countries themselves have substantially increased their own resources and government spending in developing countries has more than tripled to US\$5.9 trillion from 2000 to 2011.<sup>1</sup> Traditional donors such as Canada and Australia have also consolidated their aid programs with their foreign affairs ministries to more closely align development and diplomacy and improve policy coherence.

In this changing development landscape, current United States efforts to improve development cooperation stem from our commitments made in the Paris Declaration on Aid Effectiveness (2005), the Accra Agenda for Action (2008), and the Busan Outcome Document (2011), as well as the U.S. Presidential Policy Directive (PPD-6) on Global Development and the Quadrennial Diplomacy and Development Review (QDDR).

The [Paris Declaration on Aid Effectiveness](#) outlines five principles for making aid more effective: ownership, alignment, harmonization, results, and mutual accountability. The [Accra Agenda for Action](#) strengthens and deepens the implementation of the Paris Declaration, focusing on three areas for improvement: ownership, inclusive partnerships, and delivering results. The [Global Partnership for Effective Development Cooperation](#) deepens the Paris and Accra commitments to country ownership, focus on results, inclusive development partnership, and transparency and accountability to each other. The commitments made at Busan (through the [Busan Outcome Document](#)) were also the first of their kind in which emerging economies and the private sector joined in the consensus, representing a more inclusive global partnership. Putting these tenets into practice required us to take a hard look at our own systems and our capacity to work with a broader community of diverse partners while holding each other accountable for delivering results.

With the introduction of many new and emerging or pivotal players on the scene, the traditional donor-recipient relationship is evolving as well. According to Laurence Chandy from the Brookings Institute, *“The rising prominence of aid from emerging donors has coincided with a greater reliance on these same countries for trade, investment and driving global growth.”* He points out that while some emerging donors are taking similar approaches as traditional donors, others are *“blazing a different trail.”*<sup>2</sup>

<sup>1</sup> See [http://devinit.org/wp-content/uploads/2013/09/Investments\\_to\\_End\\_Poverty\\_full\\_report.pdf](http://devinit.org/wp-content/uploads/2013/09/Investments_to_End_Poverty_full_report.pdf)

<sup>2</sup> See <http://www.brookings.edu/research/articles/2012/04/emerging-donors-chandy>

Many countries are both providing and receiving aid, making the boundaries between donor and recipient unclear. Development Initiatives points out that:

*“One hundred twenty five countries have contributed to the UN Central Emergency Response Fund since 2006, including Bangladesh, Ghana, Mozambique and Nigeria. More than 80 countries reported providing aid on the UN Financial Tracking System in 2011, of which 50 are on the list of ODA recipients.”<sup>3</sup>*

With the trend shifting from recipient-only to dual donor/recipient status in countries like Brazil, India, Colombia, Chile, and Mexico, China, and Indonesia, there is a great opportunity to learn from these countries’ recent development successes. USAID can also share its experience on institutional organization, strategy formulation, program design, development cooperation, and monitoring and evaluation and capitalize on these donors’ regional relationships, presence, vehicles for implementation, and technical strengths.

Through this engagement, USAID can actively contribute to the dialogue on policy coherence for development. This work will also support the Agency’s efforts to promote active engagement with a broad set of development partners in order to meet the USG’s transformational development goals as outlined in the Presidential Policy Directive on Global Development (PPD-6), the Department of State-USAID’s Quadrennial Diplomacy and Development Review (QDDR), and the USAID Forward agenda.

## **II. Why is Donor Coordination Important?**

In line with the PPD-6, USAID continues its commitment to focus and selectivity in the countries and areas in which it works in order to maximize operational effectiveness and better achieve foreign policy and development outcomes. As USAID hones its presence, it is important to understand the changing donor landscape within a particular country, how our assistance maps to other donor and development actors’ efforts, and how we can cooperate with other donors and development actors in the field (*read more about Collaboration Mapping in Section III*).

An outcome of the QDDR, USAID Forward has emphasized the promotion of sustainable development results through leveraging partnerships, procurement reform to increase the amount of funding to host country institutions, and the creation of local solutions. USAID has also committed to help end extreme poverty by 2030, but we will not be able to achieve this goal alone and are focusing our efforts on seeking high-impact partnerships with development partners and the private sector.

New platforms of engagement with traditional as well as non-traditional partners from academia, the private sector, and the donor community have also been developed and

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<sup>3</sup> Development Initiatives. *Investments to End Poverty: Real money, real choices, real lives*, 2013. Available at <http://devinit.org/report/investments-to-end-poverty>

tested through USAID's Grand Challenges for Development series, Higher Education Solutions Network and Development Innovation Ventures (DIV). In addition, initiatives like the USG Child Survival Call to Action and the New Alliance for Food Security have provided opportunities to solicit active participation from the private sector as well as recipient countries. Although many of these efforts have proven innovative, they have not attracted significant engagement by emerging economy donors. Defining what development cooperation looks like with these donor partners still remains a challenge.

USAID has utilized many mechanisms for donor coordination and examples in our [donor engagement toolkit](#) include supporting existing initiatives, joint planning, parallel implementation, joint implementation, joint evaluation, and sector level support.

### **III. Donor Coordination in the Program Cycle**

#### *CDCS Process*

As mentioned in the Guidance on Country Development Cooperation Strategy, a donor engagement analysis may take place during the Initial Consultations (Phase 1) phase of the CDCS development. During Phase 2, partner consultations must be conducted, including other donors. Missions are encouraged to use host country-led donor coordination structures as venues for coordination, rationalization, and collecting information on other donor activities relevant to strategy and project design and implementation (e.g. country Aid Information Management Systems/Aid Management Planning Systems). Active consultation with other donors will contribute to developing a strategy that maximizes development assistance impact.

#### *Project Design*

According to ADS 201, it is important to incorporate analysis of potential partners and stakeholders, including donor partners, in the project design process. Donor partner results that are necessary and sufficient for achieving the USAID project purpose should be considered in the project design, if they are within the project influence. This analysis and influence may be accomplished through, for example, joint problem or constraints analysis. Donor partners may even participate as appropriate in project design teams. They can play a critical role in representing alternative perspectives and improving understanding of the local context or system within which the project will operate. They can clarify shared objectives, identify areas for collaboration, and prevent redundancy. It is important to note that some donors operate without local or even regional presence. Therefore, effective planning and coordination will require dialogue with government, NGO, and private sector counterparts to ensure any precursor donor mapping exercises are complete.

#### *Collaboration Mapping*

Collaboration mapping can be a useful tool to help coordinate efforts among various partners, but more importantly help the agency determine where to focus our efforts. Mapping can clearly lay out influence (both financial and non-financial) with the level of interaction that we have with other stakeholders including other bilateral donors, multilaterals, the host country government, civil society, and the private sector. It also

can help us visually understand how others may influence the achievement of USAID's development objectives. USAID/Rwanda is an example of a Mission that has successfully utilized collaboration mapping.

#### IV. Resources

- [Donor Engagement Toolkit](#) – This is your one-stop e-shop for support and guidance to help you engage other development partners. It is primarily focused on partnering with state actors – bilateral and multilateral donors – but also includes links to resources focused on partnering with other categories of development actors.
- [ProgramNet Page \(https://programnet.usaid.gov/\)](https://programnet.usaid.gov/) – This is the home of USAID's collective knowledge and experience in implementing the Program Cycle.
- [Donor Snapshots \(https://programnet.usaid.gov/library/donor-snapshots\)](https://programnet.usaid.gov/library/donor-snapshots) – The Donor Snapshot is a tool to help USAID colleagues better engage and coordinate with our donor-partners both in the field and in Washington. To varying degrees, these snapshots provide the following: 1) an overview of where and how our donor-partners are currently implementing their development assistance; 2) how USAID is coordinating with these donors in Washington and in the field; and 3) the political context in which our donor-partners' foreign assistance operates.
- **Stakeholder Analysis Tools and Resources** - Stakeholder analysis involves understanding the perspectives, motivations, and relationships among the stakeholders, including Donor Partners. USAID Missions employ a range of tools to conduct stakeholder analysis, for example social network analysis, Local Capacity Development Mapping, collaboration or influence mapping, or many others. Additional examples can be found on Learning Lab (<http://usaidlearninglab.org/>).
- Social Network Analysis entails surveys of stakeholders about their relationships with one another that can track frequency, intensity, resource flow, or other measures of interest. This data is entered into software that can graphically represent the answers as a network of stakeholders, and can analyze metrics such as network reach or centralization, which suggest how fragile or resilient the network is. Some examples include [PARTNER](#) and [NET-MAP](#).
- Local Capacity Development Mapping is a systematic gathering of information about the current situation and the relationships between organizations operating in a given local system (<http://testing.msi-inc.com/cbathon/DRG/index.htm>).
- [Collaboration Mapping Webinar](#)

<https://programnet.usaid.gov/event/webinar-collaboration-mapping>) -

There has been increasing interest in including the role of USAID staff in influencing others (e.g. other donors, governments, partners, members of other DO teams, etc.) in CDCS development and operationalization, project design, and portfolio reviews. To help do this effectively, USAID Rwanda developed an approach called "collaboration mapping", which has become integrated into their CDCS, and explains their approach in this Webinar.

- For partnerships with the private sector through Global Development Alliances, please see: [ADS 303.3.27](#).
- For information on providing awards to Public International Organizations (PIOs), please see [ADS 308](#).
- For agreements with bilateral donors, please see [ADS 351](#).

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