



Donor resilience index

Methodology

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The international development landscape has changed dramatically since the turn of the century, and continues to do so. Development agencies need to adapt to this changing global context and recognise their comparative strengths if they are to remain relevant, effective and resilient. The ODI Donor resilience index is designed to help agencies better understand their resilience and provides a toolkit to compare priorities for aid spending with other donors.

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Introduction

The global economic landscape has changed significantly since the turn of the century. There has been a dramatic fall in global poverty, developing and emerging economies have been driving global growth, new sources of development finance have mushroomed, and a wider variety of actors, instruments and delivery mechanisms have come into play.

Yet uneven progress around the world has led to rapid changes in the geography of poverty. Most of the world's poor now live in just two regions: South Asia and sub-Saharan Africa. Within the next decade, the large majority will live in Africa alone. At the same time, conflict and insecurity have surged in both scale and complexity and poverty will be concentrated in countries affected by conflict and fragility.

A number of donor countries are adapting to these new realities and reviewing the implications for their future policy priorities, financing decisions and delivery approaches. The Donor Resilience Index illustrates how resilient donor countries are to this new context. It calibrates a country's official development assistance (ODA) to future challenges of poverty, fragility and global public goods.

Resilience, however, does not equal impact, and ranking on this index is not a reflection of the efficacy of donor activities. Furthermore, bilateral donors can improve their resilience either by addressing these changes directly, or by buying into more of the portfolios of multilateral organisations. Thus, the purpose of the index is not to assess agency performance but to stimulate debate on the future of development agencies.

Methodology

Major shifts in where global poverty will be centred in the long term, and a broader and more complex development agenda, raised four assumptions about the future development landscape:

- The global poverty pool will continue to shrink, with most of the world's poor living in sub-Saharan Africa. Extreme poverty will be concentrated in fragile countries, the majority of which will be in sub-Saharan Africa.
- The need to provide global public goods will increase, due to the scope and complexity of transnational development challenges as well as the practical and political overlap between spending on global public goods and traditional development priorities.
- There will be a decisive trend towards directly growth-related investments, particularly in economic infrastructure and through blended aid-investment packages. This is in recognition of the mutual-interest (or co-prosperity) argument for development assistance, especially as global demand for such infrastructure still far exceeds development funding from all sources.
- The central element of the Sustainable Development Goals – the commitment to eradicate extreme poverty and inequality by focusing on the individuals and groups left furthest behind – will receive increased attention.

The Donor Resilience Index uses these assumptions to stress-test the activities of major bilateral donors. Those donors whose ODA spending currently responds to these assumptions are considered more resilient to future development challenges.

The index proposes a hierarchy of aid spending based on the four assumptions. Therefore, the resilience score increases with:

- A larger share of the donor's portfolio going to fragile countries and/or countries with a high poverty gap.
- A larger share of global public-goods spending, including for climate change.
- A lower share of non-global public-goods spending, such as on growth, economic infrastructure and social sectors.

For the purpose of this study, we translated this hierarchy into the following formula, where:

A = share of aid to fragile countries and/or

countries with a high poverty gap

B = share of aid to global public goods

C = share of aid to growth sectors

D = share of aid to social sectors

$$\text{Resilience} = 0.33(A) + 0.33(B) + 0.17(C) + 0.17(D)$$

Accordingly, a donor's share of country programmable aid (CPA) to fragile countries and/or countries with a high poverty gap (A) is given a resilience weight of one-third, as is their share of CPA to global public goods (B). Donors that spend a higher share of aid on these categories will therefore appear more resilient in the index, emphasising the growing importance of focusing development assistance in these areas.

A weight of one-sixth is given to the share of CPA to growth sectors (C) and to the share to social sectors (D). Note that CPA allocations in fragile states to the social sectors, growth sectors and/or global public goods will count towards scoring in each component. A donor with high investment in social sectors, of which a significant portion is spent in fragile states, will still appear high in the index. As CPA also includes official development assistance (ODA) to 'unspecified' sectors,¹ B, C and D do not necessarily add up to 100%.

All components are then standardised and adjusted with a mean of 3 before they are weighted.

The positioning of some donors on the index appears to shift dramatically between years. Sensitivity analysis showed that this was due to changes in the country risk factor – especially the downgrade of large countries into low-poverty status, and moves in or out of fragility – having the greatest impact on the overall score. Variations in sector spending are less pronounced and change more slowly over time.

The index takes account of donors' bilateral spend (which includes aid channelled through multilateral organisations) and core contributions to multilaterals.

1 According to data sourced from the OECD's Creditor Reporting System (CRS) database

Country programmable aid

The analysis for each donor is based on CPA, for which detailed information on the purpose of the aid is available. The source of the data is the Organisation for Economic Co-operation and Development's (OECD) Creditor Reporting System (CRS). Following the standard OECD Development Assistance Committee (DAC) definition,² CPA is gross bilateral ODA excluding activities that:

- Are inherently unpredictable (humanitarian aid and debt relief)
- Entail no cross-border flows (administrative costs, imputed student costs, promotion of development awareness, and costs related to research and refugees in donor countries)
- Do not form part of cooperation agreements between governments (food aid, aid from local governments, core funding to non-governmental organisations (NGOs), ODA equity investments, aid through secondary agencies, and aid which is not allocable by country or region).

The specific activities excluded from CPA are listed in Annex 1.

Aid to fragile countries and/or countries with a high poverty gap

A country with a high poverty gap is defined as a country whose poverty gap is more than 1% of GDP. The total poverty gap is the total amount by which all poor people fall below the poverty line, i.e. the amount of money it would take to eliminate extreme poverty in the country.

This is a measure of the level of domestic resources likely to be required to reduce poverty, and thus whether or not countries are likely to need external assistance to do this.³ The total poverty gap is calculated by annualising the poverty gap⁴ from the US\$3.10 poverty line measured in 2011 PPP (purchasing power parity) USD.⁵ This is then expressed as a proportion of GDP per capita with countries with a poverty gap of greater than 1% counted as high poverty.⁶ The source for the data is the World Bank's World Development Indicators. As poverty-gap data is not available in all years for all countries, the latest available year is used (for all countries, the latest available data is from 2013).

A fragile and conflict-affected country is defined as a country included in the World Bank's 'Harmonized list of fragile situations'. We use the Harmonized list for the same year as the CRS data. For example, the 2014 Harmonized list of fragile situations is used with the 2014 CRS data. The full lists for 2011, 2012, 2013 and 2014 appear in Annex 2.

Aid to global public goods

Aid statistics do not indicate how much is allocated to global public goods. As such, one can arrive at very different estimates depending on the definition used.

In this exercise, we use the definition of global public goods provided by the International Task Force on Global Public Goods.⁷ Accordingly, global public goods are activities that:

- Prevent the emergence and spread of infectious disease
- Tackle climate change
- Enhance international financial stability and the international trade system
- Achieve peace and security
- Generate knowledge.

The share of total CPA to global public goods in the index equals the share of total CPA to the DAC CRS purpose codes we classified as contributing to global public goods based on these characteristics. The full list appears in Annex 3.

We recognise that the use of these codes will not be a perfect reflection of spending on global public goods. Two areas in particular may be underestimated: spending on infectious disease control (which may be integrated into basic healthcare programming), and spending on climate adaptation (which may be included in livelihood or infrastructure programming).

Aid to growth sectors

We calculated aid to growth sectors using the same methodology. We selected CRS purpose codes with growth-promoting aspects to calculate the share of total CPA to these activities.

Multisector aid relating to urban and rural development and to education and training (codes starting with 4) has also been included. The full list appears in Appendix 4. The

2 See <http://www.oecd.org/dac/aid-architecture/cpa.htm>

3 This is a commonly used measure. For example, see Dercon and Lee (2015) *Benchmarking Aid Allocation: Is the Global and Multilateral Aid Allocation Poverty-Focused?* Chief Economist's Office, Department for International Development, United Kingdom.

4 The mean shortfall in income or consumption from the US\$3.10 a day poverty line (counting the non-poor as having zero shortfall), expressed as a percentage of the poverty line.

5 The US\$3.10 poverty line is the US\$2/day 2005 PPP poverty line updated for 2011 PPPs.

6 The formula to calculate whether a country has a high poverty gap is: $0.01 * GDP \text{ p.c.} < PovGap * 3.10 * 365$.

7 International Task Force on Global Public Goods (2006) *Meeting Global Challenges: International Cooperation in the National Interest*. Final Report. Stockholm, Sweden.

selected codes include those in the Economic Infrastructure and Services (codes starting with 2) and the Production Sectors (codes starting with 3) categories. We also included certain codes relating to higher and vocational training and employment policy.

Aid to social sectors

We defined share of total CPA to social sectors as the share of total CPA going to the CRS codes shown in Annex 5. The codes included for social sectors are those relating to social infrastructure and services (codes beginning with 1). In addition to education, health and water, these include activities relating to government and civil society.

Contributions to multilateral organisations

In order to obtain an overall score for the donor, we considered each donor's core contribution to the 29

multilateral or regional organisations in the OECD CRS dataset.⁸

To do this, we applied the methodology described above to calculate the share of CPA that each multilateral/regional organisation allocated to fragile countries and/or countries with a high poverty gap, global public goods, growth sectors and social sectors respectively.

We then applied these portions to a bilateral donor's total core contributions to each multilateral/regional organisation. These amounts were aggregated to calculate how much each donor allocated to each of the components.

Finally, we computed the resilience index by using the total CPA and total core contributions to multilateral organisations to fragile countries and/or countries with a high poverty gap (A), to global public goods (B), to growth sectors (C) and to social sectors (D).

⁸ The 29 multilateral and regional organisations included are: Adaptation Fund, African Development Bank, African Development Fund, Asian Development Fund, Clean Technology Fund, the Commission for Environmental Cooperation, Council of Europe Development Bank, EU institutions (the European Development Fund and the European Investment Bank), the Global Environmental Facility, GAVI (the global vaccine alliance), the Global Fund to Fight Aids, Tuberculosis and Malaria (GFATM), Global Green Growth Institute, International Monetary Fund Concessional, Inter-American Development Bank (Special Funds), International Development Association, International Fund for Agricultural Development, Nordic Development Fund, Organization for Security and Co-operation in Europe, Strategic Climate Fund, Joint United Nations Programme on HIV/AIDS, United Nations Children's Fund, United Nations Development Programme, United Nations Economic Commission for Europe, United Nations Peacebuilding Fund, United Nations Population Fund, United Nations Relief and Works Agency for Palestine Refugees in the Near East, World Health Organization and World Food Programme.

Annex 1: Official development assistance excluded from country programmable aid

Purpose codes excluded	
11420	Imputed student costs (not Higher education)
43081	Multi-sector education/training
52010	Food aid/Food security programmes
60010	Action related to debt
60020	Debt forgiveness
60030	Relief of multilateral debt
60040	Rescheduling and refinancing
60061	Debt for development swap
60062	Other debt swap
60063	Debt buy-back
72010	Material relief assistance and services
72040	Emergency food aid
72050	Relief coordination; protection and support services
73010	Reconstruction relief and rehabilitation
74010	Disaster prevention and preparedness
91010	Administrative Costs
92010	Core support to NGOs
92020	Core support to NGOs
92030	Core support to NGOs
93010	Refugees in donor countries
99820	Promotion of development awareness
Flow code excluded	
19	Equity investment
Recipient code excluded	
998	Bilateral, unspecified
Other Official Flows (non-Export Credit) excluded	

Annex 2: High poverty gap and/or fragile states

2011	2012	2013	2014
Afghanistan**	Afghanistan**	Afghanistan**	Afghanistan**
Angola	Angola**	Angola**	Bangladesh
Bangladesh	Bangladesh	Bangladesh	Benin
Benin	Benin	Benin	Bolivia
Bolivia	Bolivia	Bolivia	Bosnia & Herzegovina*
Bosnia & Herzegovina*	Bosnia & Herzegovina*	Bosnia & Herzegovina*	Botswana
Botswana	Botswana	Botswana	Burkina Faso
Burkina Faso	Burkina Faso	Burkina Faso	Burundi
Burundi	Burundi	Burundi	Cabo Verde
Cabo Verde	Cabo Verde	Cabo Verde	Cambodia
Cambodia	Cambodia	Cambodia	Cameroon
Cameroon	Cameroon	Cameroon	Central African Republic
Central African Republic	Central African Republic	Central African Republic	Chad
Chad	Chad	Chad	Comoros**
Comoros**	Comoros**	Comoros**	Congo
Congo	Congo	Congo	Cote d'Ivoire
Cote d'Ivoire	Cote d'Ivoire	Cote d'Ivoire	Dem. Republic of the Congo
Dem. Republic of the Congo	Dem. Republic of the Congo	Dem. Republic of the Congo	Djibouti
Djibouti	Djibouti	Djibouti	Eritrea**
Eritrea**	Eritrea**	Eritrea**	Ethiopia
Ethiopia	Ethiopia	Ethiopia	Georgia
Georgia	Georgia	Georgia	Ghana
Ghana	Ghana	Ghana	Guatemala
Guatemala	Guatemala	Guatemala	Guinea
Guinea	Guinea	Guinea	Guinea-Bissau
Guinea-Bissau	Guinea-Bissau	Guinea-Bissau	Haiti
Haiti	Haiti	Haiti	Honduras
Honduras	Honduras	Honduras	India
India	India	India	Indonesia
Indonesia	Indonesia	Indonesia	Iraq**
Iraq**	Iraq**	Iraq**	Kenya
Kenya	Kenya	Kenya	Kiribati
Kiribati	Kiribati	Kiribati	Kosovo*
Kosovo*	Kosovo*	Kosovo*	Kyrgyzstan
Kyrgyzstan	Kyrgyzstan	Kyrgyzstan	Lao PDR
Lao PDR	Lao PDR	Lao PDR	Lesotho
Lesotho	Lesotho	Lesotho	Liberia
Liberia	Liberia	Liberia	Libya**
Madagascar	Madagascar	Libya**	Madagascar

2011	2012	2013	2014
Malawi	Malawi	Madagascar	Malawi
Mali	Mali	Malawi	Mali
Mauritania	Marshall Islands**	Mali	Marshall Islands**
Mozambique	Mauritania	Marshall Islands**	Mauritania
Myanmar**	Micronesia**	Mauritania	Micronesia**
Namibia	Mozambique	Micronesia**	Mozambique
Nepal	Myanmar**	Mozambique	Myanmar**
Nicaragua	Namibia	Myanmar**	Namibia
Niger	Nepal	Namibia	Nepal
Nigeria	Nicaragua	Nepal	Nicaragua
Pakistan	Niger	Nicaragua	Niger
Papua New Guinea	Nigeria	Niger	Nigeria
Philippines	Pakistan	Nigeria	Pakistan
Rwanda	Papua New Guinea	Pakistan	Papua New Guinea
Sao Tome and Principe	Philippines	Papua New Guinea	Philippines
Senegal	Rwanda	Philippines	Rwanda
Sierra Leone	Sao Tome and Principe	Rwanda	Sao Tome and Principe
Solomon Islands	Senegal	Sao Tome and Principe	Senegal
Somalia**	Sierra Leone	Senegal	Sierra Leone
South Africa	Solomon Islands	Sierra Leone	Solomon Islands
Sudan	Somalia**	Solomon Islands	Somalia**
Swaziland	South Africa	Somalia**	South Africa

2011	2012	2013	2014
Tajikistan	Sudan	South Africa	South Sudan**
Tanzania	Swaziland	South Sudan**	Sudan
Timor-Leste	Tajikistan	Sudan	Swaziland
Togo	Tanzania	Swaziland	Syrian Arab Republic**
Uganda	Timor-Leste	Syrian Arab Republic**	Tajikistan
Vanuatu	Togo	Tajikistan	Tanzania
West Bank and Gaza Strip*	Uganda	Tanzania	Timor-Leste
Yemen**	Vanuatu	Timor-Leste	Togo
Zambia	West Bank and Gaza Strip*	Togo	Tuvalu**
Zimbabwe**	Yemen**	Tuvalu**	Uganda
	Zambia	Uganda	Vanuatu
	Zimbabwe**	Vanuatu	West Bank and Gaza Strip*
		West Bank and Gaza Strip*	Yemen**
		Yemen**	Zambia
		Zambia	Zimbabwe**
		Zimbabwe**	

Note: * refers to a fragile country with a low poverty gap ** refers to a fragile country with no poverty gap data.

The following countries which are not fragile, and do not have poverty gap data available for any year since 2010 are effectively counted as non-fragile, low-poverty gap countries: Algeria, Angola in 2014, Cuba, Egypt, The Gambia, Jamaica, Libya in 2011 and 2012, the Democratic Republic of Korea, Lebanon, Syria in 2011 and 2012, Turkmenistan, Uzbekistan.

In addition there is no poverty data for a number of small states with populations of under one million, and these are also effectively counted as low poverty gap, non-fragile states.¹

1 American Samoa, Belize, Comoros, Dominica, Grenada, Guyana, Marshall Islands, Micronesia, Palau, St. Lucia, St. Vincent and the Grenadines, Suriname and Tuvalu.

Annex 3: CRS codes identified as global public goods

CRS Code	Purpose name
Preventing the emergence and spread of infectious disease	
12250	Infectious disease control
12262	Malaria control
12263	Tuberculosis control
13040	Sexually transmitted disease control including HIV/AIDS
Tackling climate change	
14015	Water resources protection
14040	River development
23030	Power generation/renewable sources
23064	Nuclear power plants
23065	Hydroelectric power plants
23066	Geothermal energy
23067	Solar energy
23068	Wind power
23069	Ocean power
23070	Biomass
23081	Energy education/training
41010	Environmental policy and administrative management
41020	Biosphere protection
41030	Biodiversity
41040	Site preservation
41050	Flood prevention/control
41081	Environmental education/training
Enhancing international financial stability and the international trade system	
15113	Anti-corruption organisations and institutions
16062	Statistical capacity building
33110	Trade policy and administrative management
33120	Trade facilitation
33130	Regional trade agreements
33140	Multilateral trade negotiations
33150	Trade-related adjustment
33181	Trade education/training
Achieving peace and security	
15210	Security system management and reform
15220	Civilian peace building, conflict prevention and resolution
15230	Post-conflict peace building (UN)
15240	Reintegration and small arms control
15250	Landmine clearance
15261	Child soldiers (prevention and demobilisation)
16063	Narcotics control

CRS Code	Purpose name
31165	Agricultural alternative development
43050	Non-agricultural alternative development
Generating knowledge	
11182	Educational research
12182	Medical research
23082	Energy research
31182	Agricultural research
31282	Forestry research
31382	Fishery research
32182	Technological research and development
41082	Environmental research
43082	Research/scientific institutions

Annex 4: CRS codes identified as growth-promoting

CRS Code	Purpose name
11330	Vocational training
11420	Higher education
11430	Advanced technology and managerial training
15110	Public sector policy and administrative management
15111	Public finance management
15112	Decentralisation and support to subnational government
15130	Legal and judicial development
15151	Elections
15152	Legislatures and political parties
15153	Media and free flow of information
16020	Employment policy and administrative management
21010	Transport policy and administrative management
21020	Road transport
21030	Rail transport
21040	Water transport
21050	Air transport
21061	Storage
21081	Education/training: transport and storage
22010	Communications policy and administrative management
22020	Telecommunications
22030	Radio/television/print media
22040	Information and communication technology
23010	Energy policy and administrative management
23020	Power generation/non-renewable sources
23040	Electrical transmission/distribution
23050	Gas distribution
23061	Oil-fired power plants
23062	Gas-fired power plants
23063	Coal-fired power plants
23065	Hydroelectric power plants
24010	Financial policy and administrative management
24020	Monetary institutions
24030	Formal sector financial intermediaries
24040	Informal/semi-formal financial intermediaries
24081	Education/training: banking and financial services
25010	Business support services and institutions
25020	Privatisation
31110	Agricultural policy and administrative management
31120	Agricultural development
31140	Agricultural water resources

CRS Code	Purpose name
31150	Agricultural inputs
31161	Food crop production
31162	Industrial crops/export crops
31163	Livestock
31166	Agricultural extension
31181	Agricultural education/training
31191	Agricultural services
31192	Plant/post-harvest protection and pest control
31193	Agricultural financial services
31194	Agricultural cooperatives
31195	Livestock/veterinary services
31210	Forestry policy and administrative management
31220	Forestry development
31261	Fuelwood/charcoal
31281	Forestry education/training
31291	Forestry services
31310	Fishing policy and administrative management
31320	Fishery development
31381	Fishery education/training
31391	Fishery services
32110	Industrial policy and administrative management
32120	Industrial development
32130	Small and medium-sized enterprise development
32161	Agro-industries
32162	Forest industries
32163	Textiles – leather and substitutes
32164	Chemicals
32165	Fertiliser plants
32166	Cement/lime/plaster
32167	Energy manufacturing
32168	Pharmaceutical production
32169	Basic metal industries
32170	Non-ferrous metal industries
32171	Engineering
32172	Transport equipment industry
32210	Mineral/mining policy and administrative management
32220	Mineral prospection and exploration
32261	Coal
32262	Oil and gas

CRS Code	Purpose name
32263	Ferrous metals
32264	Non-ferrous metals
32265	Precious metals/materials
32266	Industrial minerals
32267	Fertiliser minerals
32268	Offshore minerals
32310	Construction policy and administrative management
33110	Trade policy and administrative management
33120	Trade facilitation
33130	Regional trade agreements
33150	Trade-related adjustment
33181	Trade education/training
33210	Tourism policy and administrative management
43010	Multi-sector aid
43030	Urban development and management
43081	Multi-sector education/training
51010	General budget support
53030	Import support (capital goods)
53040	Import support (commodities)
60020	Debt forgiveness *
60030	Relief of multilateral debt*
60040	Rescheduling and refinancing*

Annex 5: CRS codes defined as social sectors

CRS Code	Purpose name
31164	Agrarian reform
31165	Agricultural alternative development
31130	Agricultural land resources
14030	Basic drinking water supply and basic sanitation
14031	Basic drinking water supply
12220	Basic health care
12230	Basic health infrastructure
11230	Basic life skills for youth and adults
12240	Basic nutrition
14032	Basic sanitation
15220	Civilian peace building, conflict prevention and resolution
32140	Cottage industries and handicrafts
16061	Culture and recreation
11240	Early childhood education
14081	Education/training: water supply and sanitation
11120	Education facilities and training
11110	Education policy and administrative management
72040	Emergency/distress relief
13030	Family planning
41050	Flood prevention/control
52010	Food security programmes/food aid*
12261	Health education
12281	Health personnel development
12110	Health policy and administrative management
16030	Housing policy and administrative management
15160	Human rights
16040	Low-cost housing
12262	Malaria control
12181	Medical education/training
12191	Medical services
16050	Multi-sector aid for basic social services
13081	Personnel development: population and reproductive health
13010	Population policy and administrative management
15230	Post-conflict peace building (UN)
11220	Primary education
13020	Reproductive health care
43040	Rural development
14022	Sanitation – large systems
11320	Secondary education
15210	Security system management and reform

CRS Code	Purpose name
16064	Social mitigation of HIV/AIDS
16010	Social/welfare services
11130	Teacher training
14050	Waste management/disposal
14010	Water resources policy/administrative management
14020	Water supply and sanitation – large systems
14021	Water supply – large systems
15170	Women's equality organisations and institutions



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